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ABSTRACT

The International Conference on Education (ICE) is convened every second year to provide an occasion for senior officials from Ministries of Education to meet and discuss developments in education. Participants at the conference, held in Geneva from 30 August to 8 September 1977, considered main trends in education and a special theme: "The problem of information at the national and international level which is posed by the improvement of educational systems." In preparation for the conference, member states were requested to outline their countries' policies and current practices in the field of educational documentation and information. Five member states also prepared national case studies to demonstrate actual conditions of the flow of educational information and approaches to its organization: Argentina, Denmark, German Democratic Republic, Iraq, and New Zealand. Topics addressed in each of the case studies include: national policies concerning educational information; organization and use of national educational information systems and services; user groups and their needs; training of educational information personnel; and regional and international cooperation. These case studies are presented in this document; a fuller treatment of the special theme for 1977 will be found in publications appearing as a result of the work of the conference. (Author/JPF)

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SYSTEMS AND POLICY: The function of information in improving education systems

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National case studies of
Argentina,
Denmark,
German Democratic Republic,
Iraq,
New Zealand .

Prepared for the
International Bureau of Education

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PREFACE

The International Conference on Education (ICE), convened every second year by the Director-General of Unesco, and organized by the International Bureau of Education, provides an occasion for senior officials from Ministries of Education to meet and discuss the development of education in the countries of the world. The thirty-sixth session of the ICE will be held in Geneva from 30 August to 8 September 1977. As usual it will consider the main trends in education and a special theme, which this year is: *The problem of information at the national and international level which is posed by the improvement of educational systems.*

In preparation for the Conference, Unesco's Secretariat requested Member States to outline their policies and current practices in the field of educational documentation and information. The material obtained has made it possible to arrange the topics in a logical sequence – national policies concerning educational information; organization and use of national educational information systems and services; user groups and their needs; training of educational information personnel; regional and international co-operation; and so on.

Yet when members of numerous national delegations engage in discussion of a series of specific topics it becomes all too easy to miss one or more of the wider connexions across any such topic's limited boundaries. The problem of information is a reality of complex interaction among *all* its factors, none of which can be 'assumed away' in the manner of an academic specialist delimiting the scope of a research subject. Policy makers and educators have to deal with the amorphous unity of real life.

As a way of keeping this over-all perspective before the Conference, several Member States were asked to prepare national case studies that would demonstrate actual conditions of the flow of educational information, and approaches to its organization. It was strongly felt that the Member States which were invited to make such a study should not be too large or complex. Envisaging this volume, the Secretariat wished to ensure, too, that the distinctiveness of each country in its cultural and socio-economic characteristics, as well as in its educational and information systems and policies, would provide fresh and interesting depictions in a case-by-case sequence.

The Secretariat expresses its deep appreciation to the respective Ministries and National Commissions of the five Member States – Argentina, Denmark, German Democratic Republic, Iraq and New Zealand – for authorizing these studies to be prepared, and its thanks to the authors and officials involved. Their contributions provide very pertinent material for the consideration of the participants to the Conference. Additionally, the Secretariat believes that case material of this nature, in a field that is not well documented, will be of interest to a much wider audience. Hence the decision was taken to issue the studies in the IBEDATA series.

The editor, Reginald C. Tillam, is an institutional development consultant and management educator whose career includes periods of field service with the International Labour Organisation and Unesco. The Secretariat wishes to record its gratitude to him for the time and effort he has put into this work.

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INTRODUCTION

The 1977 Conference's working definition of 'information'[1] for its special theme has an active tone: *generation and communication of ideas, opinions, facts, figures, etc., relating to improvement of education (in its organization, structures, content, methods, and evaluation) among those concerned at the sub-national, national, regional and international levels.* In this sense, the *problem* of information resides in the existence of obstacles or gaps in the present information flow.

Five national case studies now follow in alphabetical order. There is an informative richness in their contents and contrasts, among which the reader may find aspects of common problems that affect one's own country, together with comparably valuable descriptions of attempted solutions.

Argentina, a federal republic, has a tradition of educational information activities which began in 1915. It was also the first country in Latin America to establish a national centre for educational documentation and information, nowadays closely linked with regional and specialized centres throughout the country. This system is being co-ordinated under agreed principles, carefully framed for the encouragement of collaboration among its decentralized members for the benefit of users.

The case author, who directs one of these centres, is qualified to make some cogent points about the relevance and impact of information that flows through these networks. While he finds in general that policy making and implementation are substantially improved with the services' help, he reminds us that much contemporary documentation is reporting *about* education, giving the news and views rather than providing streams of methodological insights that can be put to use by educators. He insists that a comprehensive national policy of educational improvement, which has set certain priorities, should also provide for the necessary human and technical resources to retrieve and disseminate the pertinent data and ideas that inform and help each branch of the general effort. He identifies a lack of suitable translators as one of the main bottlenecks in the international flow of such information.

Denmark provides a monograph which illustrates the complexity of planning and decision making for the improvement of education. It shows, too, that 'information' is not only vital at this mainly legislative and governmental level, but also for the conduct of a major structural reform which depends for its success upon citizens' approval and involvement. The manpower and cost aspects of such services are depicted, and the study describes the practical contributions of several funded institutions to the reform programme; mentioning, too, the context of regional and international co-operation – the perspectives of which the reader will see emerging from the viewpoints of each nation in this series.

The German Democratic Republic presents a case study of educational information systems which are at a high level of technical development and which serve clearly

1. Throughout this book, 'information' set in quotation-marks is referring to the Conference definition given here.

articulated purposes in terms of which their efficiencies can be assessed by the authorities with a view to continuing improvement. The 'generation and communication' activities stand out prominently, *per medium* of the interrelationships traced between the participating institutions. The case mentions what might emerge as a typical problem of any highly active information system: this is where several different users – researchers, authors, officials and so on – happen simultaneously to be seeking access to the same documentary source. Of course, this is technically resolvable, but the instance may alert the reader to the likelihood that, in any country, progress itself is a producer of problems even while others are being solved more or less permanently.

Iraq supplies a deeply perceptive analysis of its problems of information, together with detailed suggestions in regard to resolving them. Thus this contribution to the Conference is at the same time a significant achievement of the authors who, in consulting many sources and analysing the purport of their interviews, created what is no doubt a well-founded set of recommendations – the essence of pertinent 'information' – to advance the over-all development movement of their nation. Comprehensive research and thinking of this kind often lead to conclusions which, while valid enough, might not accord with everyday common sense and localized observation. But the canons of science require that they be stated frankly, in good faith. Comparable moments occur in any national or international body whenever obstacles and gaps are first identified: the common responsibility of receivers is to consider the timely information as perhaps the first light shed on realities which up to now have not been easy to notice but which, if explored further and found to be significant parts of the problem of information, then become approachable for solution – as in Iraq today.

New Zealand offers a case in which the reader, besides finding 'information' similarities and contrasts with other nations, may focus on its main theme. This is the significance of *spontaneous* 'information' (a function of present and developing national culture) in the interest of educational improvement, and ways in which this may converse with the more structured kind.

While the case studies offer a succinct approach to the special theme of the 1977 International Conference on Education, a fuller treatment of the subject will be found in the publications appearing as a result of the work of the Conference.

Reginald C. Tillam

National case study: **Argentina**

Prepared by
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1. INTRODUCTION

1.1 *The information system and its improvement*

Information relative to education — considered as the 'generation and communication of ideas, facts, figures, etc., ... among those concerned at the local, national, regional and international levels' — has been a constant preoccupation of the various educational jurisdictions within Argentina.

To speak only of recent years, and in terms of the functional definition suggested by IBE: this concern has been manifesting itself in the fostering of information *in specific relation to*, and oriented towards, *the improvement of education* ('... organization, structures, content, methods, evaluation'), with particular reference to priority developmental sectors.

In this regard, the general current begins with the creation of educational information services as organic structures that are co-extensive with the administrative areas of the educational system. The experience of Argentina is that, during all periods leading up to the present day, 'information' has been instrumental in extending policy towards the objective-points of implementation. Moreover, it has accelerated the integral planning of education; as when, for example, during the 1960s it became incorporated as a systematic activity within the action and administrative structures of education's several differentiated jurisdictions.

The precise bearings of educational information, which have their origins in the Unesco Seminar on Pedagogic Documentation in Latin America (Panama, 8-13 November 1971), are gradually being incorporated in the objectives and work of the nation's existing services. They constitute, too, the point of departure for whichever missions and functions of these services are currently being restructured or newly set in motion.

To integrate itself in the context of a nation that is continually developing, Argentina's educational system has given preferential attention to the contribution which comparative educational information can provide in the stages of comprehensive planning.

It is in this manner that precise information-retrieval becomes advantageous, in aiding the processing and diffusion of information contained in the documentation originated abroad, including that of the specialized international agencies. The same is true with regard to information that is originated concurrently in the educational institutions of our own country.

When analysing the relation between information and systemic improvement, one may readily notice that information *about* education (whether at the national or international level) has preponderated over information *for* — that is, serving the improvement of — education.

Nonetheless, the very knowledge that common problems exist, and the subsequent sharing of experiences from confronting them, are conducive to discovery of possible improvements in a particular educational system's domains of organization, structure, content, methods, and evaluation. At the same time, such interchanges consolidate the possibilities of augmenting 'information' (as functionally defined), so that it operates to support the teaching-learning process — one which itself will have been enhancing the 'products' of the educational service.

1.2 *The educational system*

The educational system of Argentina is organized, for its overall 'horizontal' coverage, across the areas of 'vertical' authority and responsibility which are the concerns of

the national government and of the provincial governments and the municipalities, respectively.

Control and oversight of education is regulated by the National Constitution and by national laws, provincial constitutions, and the decrees and resolutions originated at national and provincial levels.

Article 14 of the National Constitution guarantees to all inhabitants the right 'to teach and to learn'. Article 5 directs that each province must prescribe for itself a constitution which, *inter alia*, ensures 'primary education'.

STRUCTURE OF THE SYSTEM

I. PRE-SCHOOL. This level is not one of compulsory attendance. It takes in children of between 3 and 5 years of age.

II. PRIMARY. This covers a period of seven years. It is obligatory, and applies to children aged between 6 and 14.

III. SECONDARY. This level is not obligatory, and includes a number of different programmes of study:

1. Baccalaureate. Its duration is five years, consisting of a 'basic cycle' of three years followed by an 'upper cycle' of two years. The latter offers various general and specialized options – general programmes; agrarian orientation; specialization in letters; specialization in physics-mathematics and with pedagogic orientation.
2. Commercial, of five years' duration leading to the diploma of 'mercantile expert'. Graduates of this programme qualify to take up work of an administrative and accounting character.
3. Technical education. Here, the duration varies according to specialization; that is, between one and eight years. The period for 'qualification as auxiliaries or experts' is between one and four years; for 'intermediate-level technician training' it is five years or more.

   The objective is to develop and qualify the student in specialized areas of a technical character.
4. Agricultural education. This is devoted to the development of personnel who are qualified for employment in the area mentioned. The programme commences in an 'experts cycle' of three years which leads into an 'agronomists cycle' of a further three years.
5. Artistic Education. This includes studies of the fine arts: ceramics, drama, music, and dance. Its duration varies according to speciality and it includes, as well, teacher training for the various specialities.

IV. HIGHER. Higher education divides into two branches: university and non-university. The first-mentioned is the province of the national and private universities; and the second, that of the higher institutes which for the most part are devoted to the training of teaching personnel for the secondary level and its various disciplines and subject fields.

Graduation from the secondary level is a prerequisite for entering higher-level courses of study. In the higher institutes, the programmes vary in duration between two and four years.

University studies comprise intermediate, professional, and post-graduate courses. The intermediate programmes require between one and four years'

study; and the professional, between four and seven years. 'Intermediate' and 'professional' constitute the bulk of university student registrations and completions.

Special education: The physically and mentally handicapped are provided with opportunities for rehabilitation and for integration in the community, by a range of specialized establishments that offer education which is supplemented by individualized and home instruction.

Adult education: This is undertaken in systematic and unsystematic forms, having as its objective the inculcation, broadening, and renewal of knowledge. There exists a variety of special centres such as the evening and night schools; centres which serve units of the armed forces and the prisons; educational centres at the secondary level; community education centres (primary level and for elementary technical qualification); mobile educational units for vocational training; and so on.

For more detailed information about Argentina's educational system the reader is invited to consult Unesco:IBE's *Country Education Profiles* under the heading 'Argentina'. The Profiles are obtainable from IBE's Co-operative Educational Abstracting Service (CEAS).

1.3 *Priorities*

The following are considered to be priority areas of educational development within Argentina:

- increasing the number of people able to emerge from illiteracy and semi-literacy;
- increasing the effectiveness of teaching;
- enhancing the role of the School Medical Services;
- differentiated instruction;
- transformation of the secondary level's 'basic cycle'.

2. OFFICIAL POLICY[1]

'The Argentine Republic applies a specific policy of educational information which permits an adequate circulation of information within and between the national, provincial, and local levels.

'The legal framework of the educational information system is provided by decrees and resolutions emanating from national and provincial authorities. Since 1960, these have been instrumental in setting up a growing network of documentation centres across the country. This policy takes account of the needs of educational information, together with the suggestions arising from national and international conferences. Noteworthy examples of the latter are the Sixth International Seminar on Education, convened by the Organization of American States (OAS/OEA); the Eighth General Conference of Unesco; the Latin-American Meeting of Directors of Documentation and Pedagogic Information Centres; and the meetings of directors of provincial documentation centres.

'As the guide-post of this policy, our country nowadays considers educational information as a component of the educational system. At the same time, however, it is considered necessary to integrate educational information so that it serves a more comprehensive system of national information. Here, the relevant project is being accomplished by the Ministry of Planning, which will be setting in motion the National Information System.

1. From Argentina's reply to the questionnaire BIE/CONFINTED/36/Q/76.

'The policies and programmes of educational information are not being focussed solely on the national plane, although it is a function of the documentation centres to enrich their holdings in the interest of becoming clearing-houses of communication and exchange among similar organizations at the national and international levels. The overall objective is that of activating the development of educational orientations and systems – as dynamic bases for reforms and innovations which, in turn, inform educational policy as well as legislators and educational experts.

'The policy of educational information which gradually determined the creation of documentation centres in the majority of the provinces, was further extended into the institutionalization of the National System of Educational Documentation and Information. As an initial proposal, this development was largely an outcome of the discussion which took place at the Third National Meeting on Educational Documentation and Information, held at Vaquerías, Córdoba, 23-25 October 1975.

'Later this project was considered at ministerial level as a priority theme, and was approved in the Ministerial Meeting of the Federal Council of Education held in Buenos Aires, 10 May 1976'.

3. EDUCATIONAL INFORMATION SERVICES

3.1 *Historical background*

Among the information activities which traditionally were being accomplished in the national educational jurisdictions, there occurred in 1915 the creation of the Central Office of Pedagogic Information, in the National University of La Plata.

In 1938, under the auspices of what, at that time, was the Ministry of Justice and Public Education, there was formed a Directorate-General of Information and Libraries. Its information services began laying the groundwork for what eventually became the National Centre of Educational Documentation and Information.

Between 1915 and 1960 there elapsed forty-five years of informational work in the national ministry, as well as the currents emerging from libraries of the provincial ministries or Councils of Education (primary level), and in work done at the National Universities.

Beginning in 1960, the action developed in this sector is such as to take Argentina out of the frame of a single paragraph of the Report of the Evaluation Commission of the Unesco Major Project on the Extension and Improvement of Primary Education in Latin America. Until then, an entry which seemed fairly to suffice us, year by year, used to growl as follows: 'One of the weak points in the infrastructure of the Latin American States in 1958 with regard to education is *connectedness with documentation*'.

From this panoramic standpoint of the Evaluation Commission, let us jump to 1971, where the fundamental document of Unesco's Panama Meeting points out: 'Argentina is the only country of South America which has set in motion a National Centre dedicated exclusively to performing the work of documentation and information in the educational field. The legal arrangements which gave birth to the National Centre for Educational Documentation and Information and which prescribed its organization, commissioned it with a centralized function of documentation and, at the same time, designated its mission: to co-ordinate the diverse pedagogic documentation centres throughout the country'.

3.2 *National Centre*

Decree No. 7568 of 4 July 1960 authorized the creation of the Department of Educational Documentation and Information, over the groundwork of public services pro-

vided until then by the Superintendency of Libraries and Educational Information within the (by now) Ministry of Education and Justice.

In terms of Decree No. 7496 of 28 August 1961, the National Centre is given its present title and is assigned the functions of co-ordinating centre for the various centres that exist elsewhere in the country.

By Ministerial Resolution of 19 January 1962, the Centre's Organic Rules and Regulations are approved.

Until 1968, the National Centre was functioning as a direct sub-unit under the Under-Secretary of Education. Since then, various modifications of the departmental structure have determined that at present the National Centre is a subordinate body of the National Superintendency of Research, Experimentation and Improvement, which itself comes under the Under-Secretariat of Education.

3.2.1 - *Structure:* The National Centre maintains its initial structure in areas which are subdivided for attention under its terms of reference: that is, according to:

- documentation and library-science methods ('documentation area');
- processing and diffusion of information ('information area');
- technical-administrative support activities.

3.2.2 - *Missions and functions:* These are stipulated as follows. 'To direct the activities of educational documentation and information. To assist the national, provincial, and private bodies. To co-ordinate and promote the parallel activities of other jurisdictions and to bring about interchanges of information with national and foreign institutions. To participate in the methodical arrangement and utilization of libraries, documentation centres, archives and national museums, for programming and educational research'.

3.3 *The Provincial Centres*

Beginning in 1960 – in response to requests and with provision of assistance – the National Centre influenced the creation of Provincial Centres. At the present time, all of these are located in the structures of ministries or secretariats of education. Most of the Provincial Centres, administratively, are directly linked to educational management, per medium of their subordinate reporting relationships.

The structure of these Centres, and thus their missions and functions, bears a close correspondence to that of the National Centre.

Out of the total of Argentina's twenty-four federal states, Educational Information Centres have already been established in twenty-two of them.

Prior to the institutionalization of the National System of Education and Information – yet, nonetheless, with parallel objectives of co-ordination and co-operation – *regional clusters* (Nuclei) were being formed. As *regional* centres: for instance, the ones given the titles of 'North-west' and 'Centre'; their competence extended to the provinces within their scope.

3.4 *The University Centres*

The 'national' (public) universities, in particular those which possess specialized faculties of educational sciences, harbour their own centres of educational documentation and information.

Linked closely with these services are the specialized university libraries. All in all, they make up a veritable network of units of educational information at this level.

3.5 *The Specialized Libraries*

As much on the national basis as on the provincial, there exist numbers of pedagogic libraries, to which must be added certain documentary reception points, or repositories, which exist in the administrative bodies of education. What is more true of the pedagogic libraries is that they have been created specifically to support the action of the educators *and* as facilities for the tasks of students.

4. THE NATIONAL SYSTEM OF EDUCATIONAL INFORMATION

A significant outcome of the proceedings of the Third National Meeting on Educational Documentation and Information, held in the province of Córdoba in 1975, was the establishment of guide-lines for the institutionalization of the National System of Educational Information (SNIE).[1]

The 'Vaquerías Agreement' –as we call it– has already been ratified not only at the Federal ministerial level but also in seventeen provincial jurisdictions out of a total of twenty-two which receive educational information services.

4.1 *General Principles*

The general principles of the system, designated in the final report of the above-mentioned Third National Meeting, are set forth as follows:

'The system must produce a strong multi-institutional endeavour –vigour– at national level.

'It is not a matter of creating new structures, but of contributing to the improvement and development of the existing ones.

'Efforts will be devoted to achieving greater integration and co-operation between the diverse governmental and private endeavours, in educational information.

'Through being co-operative, the endeavour will be such as to improve the division of labour among the provincial systems participating in the national network, thereby bringing direct and timely benefits to the community, while also conducing to intensive use of local information resources.

'It will be oriented to the user, taking into consideration his implicit and explicit information requirements. The services must forward themselves dynamically, in continual interaction with the users.

'The systemic approach should by no means attempt to limit the institutional autonomies within the membership. Rather, its essential purpose is to encourage the initiative and efforts of those bodies and entities of which it is composed.

'Through the system's communication channels –which will comprise a 'network' structure– rapid currents of information should flow so as to enable decisions to be made on a substantial basis of data; both on a national and provincial scale'.

To these principles must be joined a special consideration: that of incorporating services in support of the teaching-learning process, so as to respond to the needs of each educational jurisdiction.

1. More comprehensive details can be provided, and enquiries answered, by Centro Nacional de Documentación e Información Educativa, Ministerio de Cultura y Educación, Av. Eduardo Madero 235 - 6° Piso, Buenos Aires.

4.2 *Structure of the System*

The National System embraces a flexible form of organization which permits the integration and participation of all the services. A 'Co-ordinative Nucleus' functions so as to centralize the activities of planning, development, co-ordination, and promotion. The National Centre for Educational Documentation and Information (in the present Ministry of Culture and Education), has undertaken this mode of action as 'nucleus' since 1961, for the National System.

Around the Centre (in an organizational sense), and as 'Basic Nuclei', are grouped the Provincial Centres, situated in the jurisdictions which accord with the nation's political partitioning – that is, the provinces.

As a constitutive instrument, the Vaquerías Agreement envisages the development of Provincial Systems for which the Basic Nuclei perform as co-ordinative nuclei with respect to the operation of the informational services, centres or units, existing in each Nucleus' geographic zone.

4.3 *Users*

The National System is oriented so as to satisfy the current-status and retrospective information needs – whether systematic or incidental – of all clients who, in one form or another and in the various levels, branches and disciplines, employ such needed information in the educational service (see also section 6).

4.4 *The Advisory Committee*

The Advisory Committee formed by the National Centre and five Provincial Centres will have as its special functions those of:

a) considering the reports of the Co-ordinative Nucleus;
b) suggesting priorities of action;
c) proposing studies in regard to better organization of the activities and services of the System; and
d) collaborate in the identification of policies and actions; in this sense, with extension to the national level and its relation to international programmes of educational information.

4.5 *Working Groups*

For the consideration and study of the problems and different specific aspects of documentational and informational work, Working Groups are to be formed on the request of the co-ordinating centre. These groups are temporary ones, quite collateral to the regular organization.

Basically these Working Groups are composed of specialist members of the Basic Nuclei. Nonetheless, they will be able to co-opt outside specialists and researchers of recognized calibre, matching the particular dimensions of work which are being formulated.

4.6 *Functions*

The Vaquerías Agreement likewise assigns the functions of the Co-ordinative Nucleus and the Basic Nuclei in relation to the National System. These well-differentiated functions take care of the relationship and interrelatedness between co-ordination activities; human, documentary, and technological resources; users; services; and technical assistance.

5. OTHER INFORMATION SYSTEMS WITHIN ARGENTINA

Along with the National System of Educational Documentation and Information (SNIE), the following co-exist: the National Information System for Agricultural Sciences; the National Bio-Medical Information System; the National Information System for Science and Technology; and the National Statistical System. In the socio-economic field, the information service of the Federal Council for Capital Investment, by virtue of its network and geographic coverage, acts as centralizing body for this type of documentation and information.

The relations existing between these systems and SNIE are embodied at present only at the personal level between respective officials, or between the concordant entities (universities, ministries, libraries, centres, etc.) at provincial level.

The recent creation of the Ministry of Planning, which has national purview with a corresponding dependence on information, signals a mandate not only to develop a comprehensive national information system, but also to co-ordinate the action of the diverse contemporary systems. These, in future, will be required to play their parts as sectoral sub-systems.

6. PUBLICS SERVED

Users of educational information may be clearly distinguished as two principal groups.

Into the first of these enter all levels of educational administration that are continuously assisted by the information services upon which they rely, in their corresponding jurisdictions.

In that regard, the respective Centres within SNIE recognize and treat as 'priority users' those officials who actually conduct the educational administration.

Educational research and planning at governmental level is another institutional source of clients who rank as priority users. To these clients come the requests from other countries and from specialized international bodies.

The second principal group includes researchers, educators, and 'Higher'-level students who resort to the services or libraries of the university centres mentioned earlier.

Educators and students of the 'Primary' and 'Secondary' levels are also users of the SNIE centres, but their number is fairly small. More usually, such educators and students make use of specialized or public libraries, or those of their own institution.

The SNIE centres count also, among their regular users, official bodies of all the various jurisdictions and public and private entities having a stake in the educational process.

Retrospective analysis of the functioning of our centres shows that, as specialists have pointed out, in our country there is a tendency to offer information to the officials responsible for national educational management, to the detriment of educators and students.

The SNIE centres are conscious of this mistake but, for the time being, do not dispose of the economic resources required for resolving it in full. It may be pointed out, for instance, that the informational media of the Centres have an 'outreach' that scarcely touches five per cent of the potential user population.

If we analyse, in a comparative way, (i) the numbers of educators in the Primary and Secondary levels – see Annex 1, right-hand column – and (ii) the student roster totals in these levels, it appears that the achievement of a systematic and fluid dissemination of educational information in support of the teaching-learning process is far from being realized with the aid of the current human and economic resources of the National System.

At present, parents, students, and general public are informed of and about objectives, plans, statistical data, basic facts and so on, by the mass communication media and by the educational establishments themselves. But –as yet– there have been no systematically framed evaluations of uses and usages of information. Neither, except for some particular observations, have any studies been made of the needs of the diverse categories of users.

Bearing in mind that the SNIE Centres intend in future to provide 'selective dissemination of information' (DSI), it will be necessary to accomplish studies concerning the types, customs and tendencies, interests, and information needs of the differentiated users.

At the level of the educational authorities who are responsible for policy and guidance, there is definite awareness of a real need, within the process of education, to incorporate in curricular contents the teaching of bibliographic techniques, study techniques, or techniques of intellectual work.

Inclusions such as these are considered as the most capable means and method for assuring a better use of information centres, services, libraries, etc.

As their share in this action, SNIE Centres are considering the programming of courses for National System users, in collaboration with the professional training schools for librarians, documentalists or information specialists.

7. STAFF

The deep and competent experiences of librarianship in our country has made it possible for technical processes, which are developed in the information centres, services and units, to rely for the most part on qualified human resources.

The rest of the officials and other staff members are recruited from among those who have undergone teacher training at the secondary and tertiary levels, or other training which assures an adequate technical groundwork.

The absence of systematic pre-service studies that would provide the training of documentalists and educational information specialists, determines the existence of a substantial process of in-service training.

If it is taken into account that the SNIE centres will have to pass from the stages of 'producing factual information' to that of 'information analysis', this establishes the need to consider the creation of training centres for specialized personnel.

Until now, there have been few educational try-outs of this nature. Some courses, seminars, study days, and so on, have been conducted for the personnel of the Centres.

This calls to mind the course that was offered in 1961 by a Unesco mission; and in 1967, the Latin-American course on Documentation and Educational Information. These were accomplished by the National Centre with the collaboration of the Organization of American States (OAS/OEA) and the Ibero-American Bureau of Education (OEI). The activities of this type undertaken by the Federal Council for Capital Investment (CFI), in which officials of our Provincial Centres have been participating, also are noteworthy.

The requirements of documentation and information processes have determined that three of the Provincial Centres are envisaging the thorough training and qualification of their human resources during this year.

In accord with these plans, a course programme in 'Techniques of Documentation and Educational Information' will be conducted at the University of La Plata for SNIE nominees from the north-west regional network, joined by officials and staff of the Buenos Aires provincial centre. At the University, these participants will work as full-time registered students of particular faculties dealing with library science, documentation and information. In this respect they will sit the usual examinations.

It must be pointed out that the personnel recruited from among the cadres of the Civil Service have little or no capability to process original-source material in the 'more' and 'less' internationally current foreign languages. This leads to resort to translators, who do not always possess specialist competence in educational matters.

For this reason as well, a considerable amount of documentation is only being reviewed for its inclusion in the 'author, title, editor' catalogues, *without* the possibility of being classified in detail, analysed, or otherwise processed so as to facilitate production of secondary documents.

In this area of concern too, during the current year, some SNIE Centres will organize language courses for their personnel, with the aid of co-opted teachers.

8. GENERAL CONSIDERATIONS

All of the problems that are being encountered today by the multitude of informational units – bodies which are subordinate to diverse jurisdictions; which necessarily pursue dissimilar objectives; and each of which is characterized by a uniquely defined profile of users – will have avenues to solution, once the National System of Educational Information, by virtue of its steering, co-ordinative, and assessment agencies, begins providing the *guide-lines* for arriving at the desired (and interdependent) solutions which these many units are seeking.

It is proposed to integrate all the units and networks of educational information, bringing them into the context of the National System. This integration will have to take place at the provincial level, incorporating the detected units into a Provincial System of Educational Information.

As 'basic nucleus', the co-ordinating Provincial Centre will then be grouping together the specialized and university libraries, the repositories of documents of official organizations, and, if appropriate, the private foundations.

The structure of these provincial sub-systems of information will be maintained in close relation with that of the National System. By the same token, the contents of national educational information already have good relational alignments with information networks that are external to Argentina and upon which our system can draw.

This information that flows in from abroad has a wide dissemination in view of obtaining comparative information and of analysing foreign experiences, particularly those related to educational innovations. To exploit such sources more effectively, it will be necessary to establish a translation centre, affiliated to one of the National System's centres. The aim here, of course, is to extract far more knowledge-in-use 'profitability' from the rich and quantitatively large mass of documentation from abroad.

Future policies in the field of educational information, as well as the targets and actions, will be founded upon analysis of findings of the National Inventory of Units and Networks of Information in the Economic and Social Field, which will be accomplished during the current year. This project of the Centre for Economic and Social Documentation (CLADES) of the United Nations Economic Commission for Latin America (ECLA/CEPAL) will be put into effect through the agency of the Buenos Aires Provincial Centre[1] which was assigned the duties of sponsoring institution for the education sector.

Data resulting from the enquiry will make possible a well-founded diagnosis of the situation of the infrastructure of information in this field.

1. For detailed information, please get in touch with the Centro de Documentación e Información Pedagógica, Calle 54 No. 586, La Plata, Buenos Aires.

9. PLANS AND INTENTIONS

As indicated in the previous section, it is the business of the governing, co-ordinating, and assessing bodies of SNIE to establish action priorities and to formulate the plans relating to their maintenance and development.

However, some of the plans to be developed in the future may be anticipated as follows:

(a) *in relation to the National System*

- to complete the ratification of the Vaqueras Agreement by the remaining jurisdictions;
- to create Centres in the provinces which, as yet, have not included these within their structures of educational administration;
- to develop the Provincial Systems of Educational Information so as to incorporate in their context the university information units, as well as those of other jurisdictions which perform services in their respective provincial ambits (see again the sub-sections 3.4 and 3.5 above);
- to assess the results of the National Inventory of Units and Networks of Information in the Economic and Social Field (see section 8);
- to initiate the activities of the Advisory Committee and the Working Groups (see sub-sections 4.4 and 4.5);
- to keep a current directory of educational information units, and of the present status of their documentary resources and services.

(b) *in relation to Human Resources*

- to promote and achieve programmes of in-service qualification and further training;
- to promote the creation of professional course programmes and vocational careers for documentation specialists in the field of education;
- to intensify efforts to obtain and develop multi-lingual human resources for the documentation and information services of SNIE Centres.

(c) *in relation to Documentary Resources*

- to analyze a rational distribution of the existing documentation centres and services so as to obviate duplication of efforts and enquiries, and to move progressively towards specialization-by-area of the various Centres composing SNIE.

(d) *in relation to Users*

- to implement studies concerning the types, customs and tendencies, interests, levels, and information needs;
- to make evaluations of the usefulness and uses of information being supplied by SNIE Centres;
- to implement training courses for users, with a view to achieving better and more profitable use of the available information resources.

(e) *in relation to information being received from outside Argentina*

- to take greater advantage from foreign information by redistributing the documentation among the integrated members of SNIE, taking into account their multi-lingual human resources;
- to analyse the documents that are received from abroad, and to propose to the editorial bodies a more rational distribution of them among the SNIE Centres so as to obtain, by this, mutual benefits.

(f) *in relation to Educational Innovations*

- to achieve broader dissemination of the informational contents of documents produced by BIE's International Educational Reporting Service (IERS).

Annex 1: Educational statistics – 1975[1]

	Establishments	*Students*	*Teachers*
Pre-school	5,694	369,082	18,991
Primary	26,37[illegible]	3,805,454	216,149
Secondary	4,76[illegible]	1,243,058	161,869
Higher	846	596,736	45,204

1. Source: Department of Statistics, Ministry of Culture and Education.

Annex 2: Questionnaire contents of the 'National inventory of units and networks of information in the economic and social field'
(CLADES – ECLA/CEPAL)

Part A: *Organization and basic data of the information unit*

Title of organization
Administrative reporting relationship
Personnel administration
Human resources
Financial resources
Information-sharing/dissemination and promotional activities of the service(s)
Publications

Part B: *Technical aspects of the information unit*

Collection procedures
Selection and adoptions
Site, premises and equipment
Processing of non-conventional books and documents
Circulation and Reference services
Special services of information
Co-operative activities
Users

National case study: **Denmark**

Prepared by the

Ministry of Education, Copenhagen.

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INTRODUCTION

For nearly two hundred years Denmark has benefited from the European movement towards general information for everybody, which had strong proponents in France and England in the 18th century. As early as 1814 a royal decree to institute seven years of compulsory education for all Danish children was issued. It stated, too, that the schools should also offer education for the adult population. Gradually as needs arose, the educational system was further developed on the initiative either of the State or of municipalities, private persons or organizations.

During the 19th century there seemed to be no need for over-all planning of educational improvements: society was not developing at too fast a pace for an un-co-ordinated system to follow. Nowadays in Denmark the need for educational planning is very much felt. Over the last twenty years, public interest in educational policy has grown, and the problems of education are debated at large, as well as between politicians.

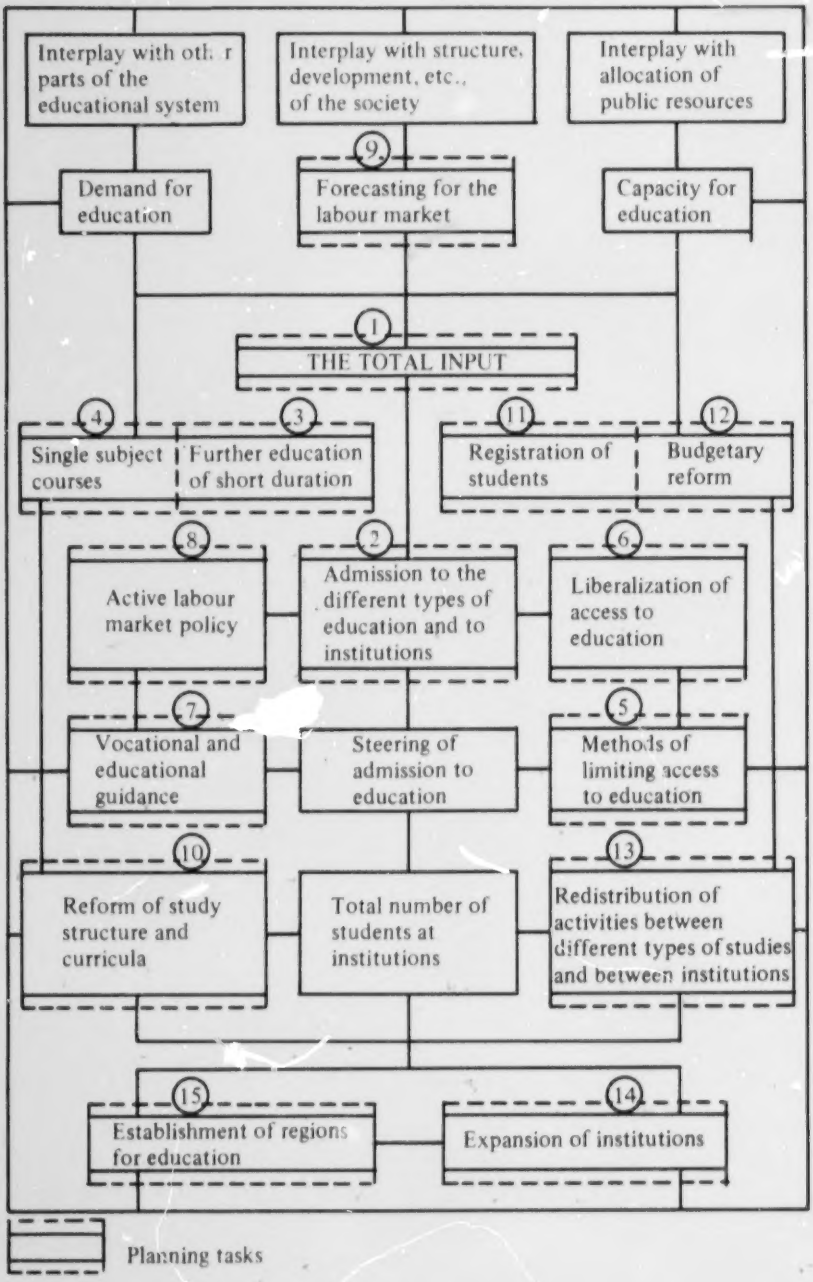
On a national scale, *improvement* is more than mere change; it connotes progress being widely understood, sought and judged, in terms of comprehensive purposes. Speaking to this issue, our Minister of Education said recently[1] 'Education is a function of society. The educational system has to be structured in harmony with society's conception of itself. But education also contributes to the creation of the *future* society. Therefore it has to be structured in such a way that it may be used today and in the future; *and also* that it may train young people to make a critical evaluation of the existing conditions. Without someone criticizing and asking questions, the world would come to a stop. To keep education in reasonable harmony with society, and simultaneously to develop a positive attitude to criticism and innovation of society through the educational system, is an act of balance on the razor's edge which seems to be the cause of problems in many countries, especially in these times of economic strain.'

Moreover, as Mrs. Bjerregaard has stressed elsewhere[2], rather than there being one broad advancing front of improvement in educational systems, there are leading and lagging sectors, with the more successful ones exerting a kind of 'suction' on economic resources. 'We see today that university graduates are in the front of the queue of those demanding further education. Has anybody a solution for making those with the shortest education want more education ?' Certainly the degree of eagerness is a motivational indicator, but if it were made a governor of *allocation*, the improvement strategy would be misdirected and the eventual structures of education and society would be distorted.

Instead — as *Figure 1* illustrates — 'demand for education' is one of the several variable factors to be taken into account as plans are being made for improvement of the system. Figure 1 illustrates only the planning activities of the Danish Ministry of Education directorate concerned with further and higher education; but it will be seen that even here there are no less than fifteen *interrelated* planning tasks. Furthermore, the planning colleagues must be conversant, simultaneously, with at least the *current* states of those complex 'Interplay', 'Demand' and 'Capacity' variables shown near the top of the diagram, as well as with present and forecasted 'Total number of students at institutions', and policy on 'steering of admission to education'. In this partial depiction, then, as elsewhere, the lines between and around the subsystem's 'boxes' symbolize *information flows*. More implicitly, but in a quite representative way, Figure 1

1. 1976 European Seminar of the World Confederation of Organizations of the Teaching Profession (WCOTP)
2. Standing Conference of European Ministers of Education, Stockholm, 1975

FIGURE 1. Interplay in the planning activities for further and higher education in Denmark.



suggests the relation between any educational information *problem* ('the existence of obstacles or gaps in the present information flow') and the *prospects of improving* the educational system in question. Accordingly, we will refer to it (as though to a general model) during the discussion that follows.

The improvement project chosen as the Danish case study is the reform that has created the *folkeskole*. We shall use this untranslated word throughout, for it has no precise equivalent in the Conference's working languages. The folkeskole is a complete entity: its basic idea is of an organization that joins and unifies quite creatively the formerly separate 'primary' and 'lower secondary' institutions. Valid from 1 August 1976, the folkeskole comprises a one-year voluntary pre-school class, a nine-year compulsory basic school, and a one-year voluntary 10th form. As Figure 2 shows, this is a significant structural change of the educational system. Before 1958 there was a system with streams after grade 5. The 1958 Act replaced this with a system which, even though permitting two years' streaming, allowed the schools to keep the children together in the same classes for seven years. The new folkeskole has no streaming at all for the first nine years – that is, the period of compulsory education between the ages of 7 and 16.

THE FUNCTIONING OF PARLIAMENT IN REGARD TO FOLKESKOLE REFORM

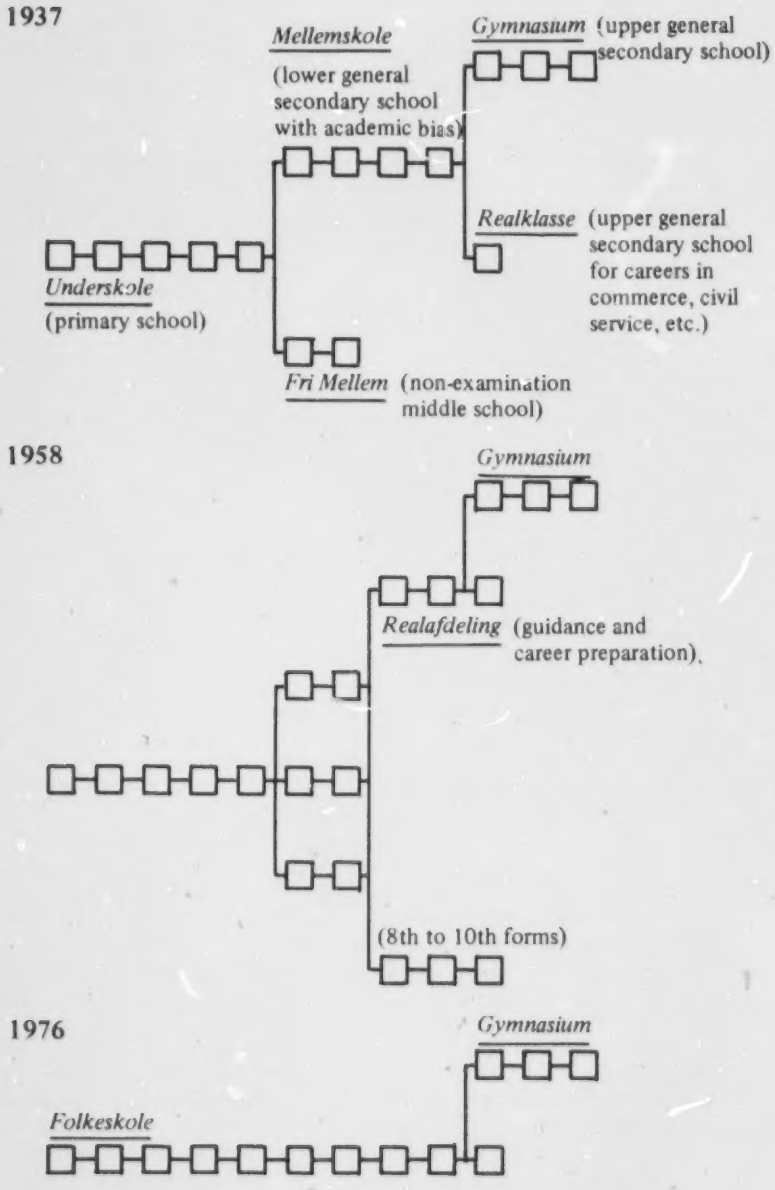
For administrative purposes Denmark's territory (here, excluding the Faroe Islands and Greenland) is divided into 14 counties and 275 municipalities. This division is of particular importance in relation to the organization of compulsory education, which in terms of the current Folkeskole Act obliges the municipalities to provide education for children in the relevant age groups.

One of the 'variable factors' depicted near the top of Figure 1 is the interplay of educational planning activities with structure, development and so on, of Danish society. In itself, of course, this factor is multiple, and one of the important elements within it is the legislature. Education in Denmark is regulated by acts of Parliament that have been signed by the Queen. The parliament *(Folketinget)* is at present composed of 179 members grouped into eleven political parties, out of which a minority Social Democratic government has been formed. A parliament's term is four years, but a general election may be called at any time.

In Parliament there is a permanent committee on education, which studies all bills on education put forward. Very often, members of the committee submit questions to the Minister of Education, whose replies are normally printed as part of the committee's report on the particular bill. Sometimes the Minister is invited to appear before the committee in order to clarify certain aspects or foreseeable consequences of the bill. Parliament tends to regulate in detail all stages of education up to and including the upper secondary schools. The 'allocation of public resources', also shown as a variable planning factor in Figure 1, largely depends upon the decisions it takes.

It is worth noting at this point that together with Norway, Sweden, Finland and Iceland, Denmark is a member of the *Nordic Council*. These countries have signed the Nordic Cultural Agreement, in which education is one of the major fields. The member countries have been taking steps to harmonize their educational systems with one another. By now, Denmark, Norway and Sweden have parallel structures of nine years' compulsory education without streaming. Mutual communication on educational reform work is also helped in that, for instance, Danes can understand quite easily what is written in the Norwegian and Swedish languages.

FIGURE 2. Changing structures of the education system, 1937-76.



NOTE: Optional pre-school stages are not indicated in this diagram.

Let us now trace the historical development of the folkeskole reform movement as 'generation and communication of ideas, opinions, facts, figures, etc. ...' within and to and from the Danish Parliament. Beyond this institution, as we have seen, there are two-way flows of information that connect the educational planning tasks. In Denmark there is also a profound interest in *informing the public* of new legislation. Some of the dissemination channels have been open for many years. For instance, all new Acts are incorporated in *Lovtidende*, (Law News), an official publication of new legislation. The Lovtidende and other publications on administrative measures are available at the *public libraries*, of which there is at least one in each municipality.

After 1958 the primary and secondary schools were structured as shown in Figure 2. In 1965 the social-democrat Minister of Education, Knud Børge Andersen, put forward the suggestion that compulsory education should be lengthened from the current seven years, to nine years. In August 1966 the Danish Teachers' Association issued a set of proposals for nation-wide discussion. It suggested a 10-year compulsory school. By then, Andersen had already asked a committee of civil servants in the Ministry of Education to prepare a paper on extended compulsory education (a task corresponding to Number 10, 'Reform of study structure and curricula', in Figure 1).

The Ministry committee's report was completed in January 1968. It suggested an eighth compulsory year as from 1972/3, and a ninth as from 1973/4. Andersen used the report as basis for a proposal to this effect which he placed before Parliament. However, the legislature took no decision before the end of its term.

The general election brought about a change of government; the new administration consisting of ministers from the Liberal, Conservative, and Radical Liberal parties. The radical-liberal Minister of Education, Helge Larsen, submitted to Parliament another proposal: that there should be nine years' compulsory education as from 1972, and that the curricula should be modernately revised. Larsen's proposal did not treat the controversial issue of streaming, but would continue to allow the two major 'examination' and 'non-examination' branches shown in Figure 2's 1958 pattern at the 8th and 9th classes. However, Parliament had voted an important amendment of the 1958 Act, to permit joint education locally – that is, combined classes for the two branches in all subjects except foreign languages, mathematics, and physics/chemistry. The Larsen programme was unanimously accepted by a vote in Parliament on 30 May 1969.

In May 1970 Parliament voted an Act which reduced the school week from six days to five, and introduced compulsory sex education for children (some parents, objecting to the latter, took a case against the legislation to the European Court of Human Rights, which decided on 7 December 1976 that there had been no breach of the European Convention). In June 1971 the Ministry of Education's curricular committee – again having worked on Figure 1's planning task no. 10 – presented its memorandum on the revised curricula that would match Parliament's latest decisions. Larsen approved it, and declared his intention to introduce a bill to that effect in October. However, sometimes 'the fecundity of the unexpected outstrips the statesman's prudence'. In the September 1971 election, the Liberal-Conservative-Radical governing coalition was dismissed. In the new Social Democratic government, Knud Heinesen became Minister of Education.

Heinesen judged it impractical to hasten so much as to have all detailed arrangements worked out by the following April (the then official, though not prevalent, beginning of the Danish school year); and he was not in full agreement with the curricular committee's proposals. He separated the introduction of nine years' compulsory education from the curricular reforms, much to the Liberal Party's dissatisfaction. Nonetheless, the nine years' proposal obtained a majority vote in April 1972.

In July 1972 Heinesen published a draft for a new Act on the folkeskole. In many respects it went further than the programme that Parliament had approved in May 1969. Heinesen's main idea was that the folkeskole should counteract élitism. It should as far as possible support each and every child in personal development, and give to all children the same basis for continued studies and education. He proposed to do away with marks and examinations.

Heinesen had made an elaborate list of 'Aims of the Folkeskole'. His proposal was submitted to Parliament on 15 December 1972, but there was so much opposition that the bill had not been passed when the parliamentary session ended in September 1973. A contributing factor was that the financial restrictions found necessary in all sectors of the state budget affected the Ministry of Education (planning task no. 12 in Figure 1). Heinesen had to save 225 million crowns, or roughly the same amount that was necessary for the folkeskole reforms envisaged in his bill. Subsequently he was made Minister of Finance. The new Minister of Education, Ritt Bjerregaard, put forward Heinesen's bill in October 1973, but it did not come up for discussion before the elections that December.

A new government based on the Liberal Party came to office, and Mrs. Tove Nielsen became Minister of Education. She was inclined to postpone the reform. The Social Democrats re-submitted the Heinesen/Bjerregaard proposal, but it stranded in the parliamentary education committee. In December 1974, a few days after Parliament had been dissolved for new elections, Nielsen published a revised proposal for an Act on the folkeskole. She had shortened the charter on 'aims', and her version provided for marks and examinations.

The general election of January 1975 returned the Social Democrats to power, again with Mrs. Bjerregaard as Minister of Education. It was considered urgent to have a new Folkeskole Act, so Bjerregaard decided to refrain from preparing a fresh draft. The Liberal Party then submitted Nielsen's proposal of the previous December, and in March 1975 Bjerregaard went to the parliamentary committee on education, with her proposed amendments. She gave in on marks and examinations, but reinserted the full text on the aims of the folkeskole. On 13 June, Parliament voted 119:47 in favour of the new Act. Signed by the Queen on 26 June 1975, it went into effect from 1 August 1976. Some of the 1975/6 transition period's planning and informational activities will be described in following sections of this study.

We will not attempt here a full description of Denmark's current educational system[1]. Rather, at this point and further on, we will bring in the institutions and public issues that are most salient in the context of the folkeskole reform and what it implies; and which have relevance for the Conference's special topic of 'information' and the surrounding problems.

AIMS AND IMPLICATIONS OF THE FOLKESKOLE

Figure 2 reflects a forty-year span of Denmark's history. As stated in the 1937 Act, the aims of public *primary* education were simply 'To encourage and develop the natural gifts of the children, strengthen their characters, and equip them with useful knowledge'. According to the 1975 Act on the folkeskole, the main aims are as follows:

> 'In co-operation with the parents, to give the pupils a possibility of acquiring knowledge, skills, working methods and ways of expressing themselves which will

1. For this, see *Denmark: description of the educational system* (1977), obtainable from Ministry of Education, International Relations Division, Frederiksholms Kanal 25D, DK 1220 Copenhagen K.

contribute to the all-round development of the individual pupil.

'In all of its work the Folkeskole shall attempt to create such possibilities for experience and self expression that the pupils may increase their desire to learn, expand their imagination and develop their ability to make independent assessments, evaluations and opinions.

'The Folkeskole shall prepare the pupils for taking an active interest in their environment, and for participation in decision-making in a democratic society, and for having a share in the responsibility for solution of common tasks'.

Consequently, teaching and the entire daily life must be based on intellectual liberty and democracy. These aims are normative for decisions concerning:

- the aims of instruction in the individual subjects (a ministerial responsibility), and
- the content of the instruction in the individual subjects of the curriculum (a municipal responsibility).

Through the new Act, the folkeskole has become a comprehensive school in which the pupils – in principle – will be together in their original classes through their entire school life.

The school year now starts on 1 August, and comprises normally 200 school days. The spectrum of subjects in the folkeskole is very broad, with a wide range of optimal subjects in its later years. Some practice-oriented subjects have been introduced in the syllabus in order to let the practical-minded pupils get a chance to develop their abilities.

The 1975 Act also mentions vocational guidance. During the 8th-10th forms some kind of vocational guidance shall be given for at least 48 hours. Pupils in the 8th-10th forms can be trainees in firms and institutions. This is to make the pupils acquainted with the conditions of the labour market and to give them a better background for their choice of continued education when they have finished the compulsory education.

No compulsory examinations are required, but in the forms 8, 9 and 10 a state-controlled examination is offered in certain subjects *(the leaving examination of the Folkeskole)* and in the 10th form there is also an examination at an advanced level *(the advanced leaving examination of the Folkeskole)* in the following subjects: Danish, arithmetic, mathematics, English, German, physics and chemistry.

It is still an important pending issue to decide on the conditions of access to higher secondary education and beyond (see planning task no. 2 in Figure 1). In 1975 the Minister introduced a bill to liberalize access (planning task no. 6) to the upper secondary school. This envisaged that after having completed nine years at the folkeskole, a pupil would be able to go on to the upper secondary stage irrespective of the level he or she had attained in those subjects that are continued in the 'language' and 'mathematics' divisions of the *Gymnasium.* On 4 June 1976, Parliament rejected this proposal. Between the autumn of 1976 and the February 1977 general elections, three further proposals were put forward (including one by the Minister); but the parliamentary education committee was unable to complete its studies of these. This year, Parliament has approved the Minister's revised proposal to include some language and examination requirements plus a statement from the former school.

There is a definite need to introduce 'streaming' at a certain point of the educational ladder. To do this, of course, would impose or preserve *limitation* of access (planning task no. 5). Denmark's institutions of tertiary education are in favour of an assurance of general and specific competence, and they argue that this is in the interests of the individuals applying for entry. Organizations that make up the labour market (see tasks 8 & 9) are generally not keen on experimentation of the 'unrestricted access' sort, in technical and commercial education. The universities and other institutions of further education would like to maintain their long study periods, seeing

in this the guarantee for their professional standards, as well as their standing in international academic relations. Yet at the same time there is pressure from Parliament and the Government to make further education available to broader groups of the population.

In an experiment with untraditional admission, Copenhagen University in 1973 and 1974 accepted 55 entrants without the normal examination. Their average age was 28; 41 of them were already employed and continued to be, including 20 with full-time jobs. They were assigned a special tutor for educational support and guidance. Twenty of them began Law studies; 15, Computer Science; and 20, Psychology. After two years the total result was that only 5 had been able to demonstrate full study competence.

This finding was mentioned in a recent report from a committee with representatives from the universities, teacher training colleges, and their students. The committee's task had been to investigate the possibilities of a *liberalization* of access which would respect admission criteria under a system of *limited* access to higher education. In effect, it was asked to discover a way to make planning tasks 5 and 6 mutually compatible, at least, within the wider interplay.

The committee did not see any logical inconsistency between liberalization and restriction of entry. Rather, it found an essential discrepancy between the philosophy of liberalization and the rationale for restriction. On the one hand, qualities of 'competence for further education' were not considered given once and for all, but as emerging from dynamic interaction between a person and certain environmental conditions. On the other hand, empirical conditions such as an increasing risk of unemployment for university graduates, expanding university budgets, and so on, were being cited to justify a need to restrict entry. The student representatives refused to participate in proposals for limitation of entry, and so a *'gap in the present information flow'* opened there and then.

As mediator of all such quandaries, the Minister of Education has initiated surveys of possibilities for shorter study periods and for single-subject studies (planning tasks 3 & 4). The Ministry has also decided to introduce limitation of entry to universities as from the autumn of 1977, under the general authorization of an Act passed by Parliament in June 1976. This legislation stipulates that the limitation of entry can be based upon labour market considerations. General principles to be applied are:

- limitation will be imposed at the entry-point to further education;
- for the most part, examination marks will be the basic criterion;
- admission criteria will also take experience from employment (or otherwise) into consideration; and
- a small quota will be allowed on the basis of a separate individual evaluation.

EDUCATIONAL ADMINISTRATION IN DENMARK

The Ministry of Education has recently been reorganized in order to make it a better instrument for planning and implementing an integrated policy for lifelong education. It consists of a Department with three Divisions (Legal and administrative; Personnel and salaries; Planning, budgeting, statistics), and five Directorates: Folkeskole, adult education, and teacher training colleges; Upper secondary education and the higher preparatory examination; Vocational training, technical, commercial, and marine education; Further and higher education; and Construction and financing of buildings for education and research.

Well before the actual reorganization, there was a process of work study of practically all major tasks and functions. These studies were made with the advisory support of the Ministry of Finance's department of public administration, and in some

fields with the additional help of management consulting firms. Educational information activities were studied by one of the working groups.

The Directorates guide and supervise the educational institutions. Together with the National Advisory Councils on Education to which they are directly linked, and with the Research Councils and Educational Co-ordination Committees that correspond to scientific disciplines, they also advise the Minister.

At the local level the folkeskole is under municipal administration, but the municipal council depends on advice from commissions and boards:

- the *School Commission* consists of members of the Municipal Council and parents' representatives. The membership is divided so that the municipal authority must always be represented by one person more than the parents (normally 6+5). The School Commission is responsible for drawing up an organizational plan of the schools in the municipality, and the syllabuses of the schools in the municipality. In practice these plans are often worked out in co-operation with the School Boards and the Teachers' Councils of the individual schools. The School Commission is consulted on other important questions concerning the schools in the municipality.
- the *School Board* consists of 2-4 representatives of the parents and 1 representative of the municipal council. Each school of the municipality has its School Board. This board decides in matters that solely concern the individual school, and it is an instrument for co-operation between the school and the parents. The School Board is empowered, upon recommendation from the Teachers' Council, to approve the syllabuses and teaching material used in the school, and the division of work among the teachers. It works out regulations for the school, and may also have a say on the school's budget.
- the *Teachers' Council* consists of the head master and all the teachers and consultants of the individual school. It must be consulted on all important matters concerning the school; e.g., the working out of syllabuses and timetables, and the buying of new teaching material. While the decision on these matters lies primarily with the school board and finally with the municipal authority, in practice the Teachers' Council has a great influence on these matters as it is there that the expertise on pedagogical problems lies.
- the *Pupils' Council*. Legislation permits the creation of a pupils' council at each school. This is very much in the spirit of the 'Aims of the folkeskole' mentioned earlier, but so far there is no obligation to do so. If a Pupils' Council is created, the pupils are entitled to send two representatives to the meeting of the school board; however, without the right of voting.

The reader may well consider the membership of this network – 275 municipal school commissions, more than 2,000 school boards plus the same number of teachers' councils, and a growing number of pupils' councils – as a most significant population of *users* of information relating to the improvement of education.

ORGANIZED EDUCATIONAL INFORMATION SERVICES PARTICIPATING IN FOLKESKOLE REFORM

The Ministry of Education and all its offices and branches are deeply involved in various information activities. More than 10 per cent of the manpower – calculated as 70 man-years during 1975 – is used for information activities: preparation of information brochures and booklets, registers of schools, and so on. The Ministry's periodical *Uddannelse* ('Education') deals with innovation in education. Its circulation at present is 11,000 copies. For the publication of these materials the Ministry spent more than 3 million Danish crowns in the fiscal year 1975-76.

Before the recent reorganization of the Ministry of Education, the working group on informational activities had recommended that:

1) an information and documentation office should be established in the Ministry, under the permanent under-secretary;
2) in the divisions and directorates of the Ministry there should be contact-people, working with the above-mentioned unit as co-ordinators of the information and documentation activities;
3) the existing Pedagogical Library in the Ministry should continue to function as a national library and documentation centre. Its staff and budget should be increased corresponding to the additional tasks;
4) the editorial staff of the Ministry's periodical *'education'* should be strengthened;
5) the information and documentation activities of the international office should be an integral part of the information system.

In Denmark there is a long tradition calling for a very open attitude from state agencies towards the daily press and towards radio and television. With a high coverage of the population by daily newspapers and radio and television receivers, the Danish population is, *prima facie*, well informed of government policy and of the debates in Parliament, as well as on all new administrative measures. In the clauses of a new Act such as the folkeskole legislation, a Minister is normally authorized to issue supplementary guidelines and circular letters. The Ministry of Education distributes the Acts it is to administer, the respective guidelines and circular letters, to all associations and institutions concerned. At the same time, such material is distributed to the press and to radio and television, as well as among the Ministry's staff. Similar information systems are generally applied by all other ministries.

There is, however, still room for improvement. In a report issued in 1967 a committee set up by the Prime Minister gave several recommendations on improved methods. A major step for co-ordination and stimulation of state information activities *in their entirety* was made by the setting up in 1975 of a State Information Office, as the 1967 report had recommended. In July 1976 the Prime Minister asked a new committee to make a follow-up study on the improvements made in each of the ministries. The committee was asked to work very fast; its report was submitted in January 1977. As one of the outcomes, there is now a proposal before the appropriations committee to give the State Information Office an extra 10.85 million crowns this fiscal year. The SIO works in co-operation with the respective ministries and other state agencies to:

- establish closer contact with television, radio and the press;
- improve the methods of advertising and other kinds of paid information;
- collect, digest and disseminate experience gathered by the various state agencies in their information activities;
- investigate the need for information activities;
- make surveys on the effect of information activities; and,
- advise the state agencies on improved methods for information activities.

The Ministry of Education used the SIO's services in preparing an informational campaign after the passing of the 1975 Act on the folkeskole. A combined working group prepared a 24-page illustrated brochure, 'The new law about the Folkeskolen, valid from August 1976'. Nine hundred thousand copies were sent to all parents of children in school, and to the municipalities and public libraries. Reactions to it generally have been very positive; in addition, many people have mentioned being favourable impressed by the Ministry's initiative in providing this service. Also during the period leading up to the 1976-7 school year commencement, there was a series of broadcasts over the State Radio and Television on various aspects of the new Act. This effort continues, in response to public interest in the experience of the reform.

The Ministry of Education's budget supports several institutions which carry out or prepare information activities.

Pedagogical research institute: Its task is to conduct research of a practical-pedagogical and a general theoretical character. It also co-ordinates and gives consultative services to pedagogical experiments, and assists in the training of students of pedagogics and educational psychology.

Pedagogical Library: As Denmark's national library for pedagogical literature, its holdings cover the literature on schools, pedagogical psychology, and child and youth psychology. It is also a documentation centre serving ministerial councils, committees and working groups. The library makes literature selections and provides documentation for research workers within its field of operation. It assists teachers and students by providing information about educational methods, instructional aids, and results of pedagogical research.

Royal School of Educational Studies: The School has long offered a wide variety of courses and seminars for teachers in primary and lower secondary schools. In the reform of the structure and process it has become an important instrument for pedagogical innovation in the folkeskole and at the teacher training colleges. After the passing of the 1975 Act, it initiated and implemented a series of reform-oriented courses for the teachers. This series was co-ordinated with special supporting programmes broadcast by the State Radio and Television. About 35-40 per cent of all teachers in the folkeskole attend courses of some kind in any one year. The School's headquarters are in Copenhagen, but it has a system of branches throughout the country. Correspondingly its central library is in Copenhagen, with local libraries in the provincial branches.

States innovation centre in Rødovre: Founded in 1964, this institution is a school, carrying out innovation of education at the 8th-to-10th forms with direct education of students. It gives short introductory courses in banking, insurance, postal services, and so on for students and teachers from other schools, in order to inform them of its experience with co-operation with the world of post-school working life. The Folkeskole Act's emphasis on vocational guidance has highlighted its importance.

National Centre for Educational Aids: This is a new institution, still in an early stage of development, but already with a large budget, because it is channelling appropriations from the budget of the Ministry of Education to the State Television and Radio to cover the latter's educational activities; some of which, as we have seen, are in support of the folkeskole reform programme. The National Centre has the following tasks:

- to establish contacts between producers and users of educational aids;
- negotiation of contracts with producers of educational aids, including the State Television and Radio, as well as the State Film Centre;
- distribution of films, audio-tapes and video-tapes, and other audio-visual aids, to schools and other educational institutions;
- distribution of educational aids to local or provincial centres for educational aids.

Provincial centres for educational aids have comparable functions. The city of Copenhagen has one centre; in the Copenhagen county there are sixteen; and thirty-eight other centres exist in thirteen of the provincial counties.

The budget appropriation for educational aids is 24 million crowns for the fiscal year 1976-77. Creation of the National Centre does not in itself represent a policy innovation. There is in Denmark a very long tradition, dating back to the 1920's, of actively using radio for educational purposes; and with the era of television, new possibilities opened. The division for educational broadcasts in the State Radio and Television already employs many staff members with backgrounds in education.

EDUCATIONAL DOCUMENTATION

Denmark's pedagogical library utilizes the international documentation services such as ERIC, EUDISED and EURONET. At the national level there is not yet a standardization of formats and procedures that would be comparable, in its own way – and even compatible – with the Ministry of Education's system of issuing its guidelines in a methodical presentation.

Accordingly, Division 3 (planning, budgeting, statistics) of the Ministry of Education has started work on a systematic register of educational information. The register will be organized according to a standard which is being prepared in a co-operation between the Ministry of Education and the Danish National Statistical Office. Its code name is DUN *(Dansk Uddannelses Nomenclatur* -'Danish nomenclature for education'). The standard nomenclature will be designed as as to be compatible with ISCED, as well as being satisfactory in terms of Nordic Cultural Agreement obligations. At present, negotiations are being conducted between the Nordic countries and Unesco about ISCED.

Utilization of computers for research and education is fairly well advanced in Denmark. There are three regional computing centres: the NEUCC, the RECKU and the RECAU.[1] Each of them serves a large number of users by way of data transmission. Specific use of computers for educational information services is, however, only found in a few institutions and in the economic-statistical office of the Ministry of Education.

It is an important task for the Ministry of Education to gather and disseminate *information on educational policy and practices in other countries.* The Danish National Commission to Unesco has an information panel dealing with material received from Unesco. In the Ministry of Education there is an adviser on educational policy in other countries. He has studied various subjects and published reports on his findings.

Denmark supported wholeheartedly the recommendation, which was passed at the Ministers' Standing Conference meeting in Stockholm in June 1975, that regional and international organizations such as the Council of Europe and the OECD should work together in order to avoid as far as possible the risk of duplication of effort and dispersal of resources; and that proper arrangements should be made to ensure genuine compatibility between the educational programmes of these organizations.

Generally there is a need for more thorough and systematic information on Danish educational developments in English or other world languages. This is felt each time we have visitors from abroad and when we receive questionnaires and other requests for information in foreign languages. With the present high speed in educational innovation, the necessary material would have to be up-dated quite often and sometimes completely overhauled. The international office in the Ministry of Education will therefore develop its capacity for documentation and translation further.

The qualifications of the people working with educational information activities vary a great deal. Most of them have a background as teachers, administrators or librarians. Those working with educational statistics on educational economics have a degree in economics with statistics.

Specialized courses in educational documentation are given at the school for librarians and by a society for technical literature and documentation.

1. Regional EDP centres: NEUCC at Denmark's Technical University; RECKU at Copenhagen University; RECAU at the University of Aarhus.

CONCLUSION

By now, quite probably, readers of the case study will have an inkling of why the Danish Minister of Education takes a personal interest in information activities. The following is a brief summary of some of her statements:

- 'In the presentation of our proposals for long-term planning we must express our views in such a way that they can be understood by others than the specialists. We must aim at a widespread comprehension of our intentions, goals and proposals.
- 'The political resistance we often meet is undoubtedly caused by a neglect on the part of experts to explain their work carefully and understandably to non-experts – the tax-payers.
- 'We must continue our efforts incessantly until our message is really understood. This is a necessary and essential component in planning activities in a democratic society, and it is absolutely necessary in order to stimulate a genuine participation from the whole population.'

National case study: **German Democrate Republic**

Prepared by the

Academy of Pedagogic Sciences, Berlin.

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1. INTEGRATING PEDAGOGIC INFORMATION INTO EDUCATIONAL POLICY AND PEDAGOGIC RESEARCH

The German Democratic Republic (GDR) has for many years attached great importance to questions of information. This applies to the fields of natural science and technological information as well as to social-science information, which itself includes pedagogic information.

Information policy has become an integral part of the basic politico-ideological orientation of Party and Government within the GDR. This integration has occurred in the course of shaping a developed socialist society and in mastering all fields of the scientific and technological revolution. Nowadays the activities undertaken by every information institution and facility are based on decisions taken by the Socialist Unity Party of Germany (SED) and on the laws and acts promulgated and enacted by the Government of the GDR. Such activities then, contribute towards putting comprehensive information policy into practice.

The basic socio-political and education-political orientation for the GDR, covering the period until 1980 and beyond, is contained in the programme of the SED adopted at its Ninth Party Congress held in 1976.

For the forthcoming period the aim is 'to continue the construction of an advanced socialist society in the German Democratic Republic, thereby creating fundamental conditions for the gradual transition to communism'.

The programme also states that Socialism gives all members of society every opportunity 'to develop the fullest reach of their creative powers, to acquire a high standard of education, to make active use of their democratic rights and freedoms for the advancement of socialist society, and to realize all the potentialities of their personality. Socialism holds out to all people the prospect of a life that is fulfilled and of a future that is bright'.

Within the GDR's integrated educational system, the establishment of the graded ten-year general polytechnical school (which leads towards extended secondary, vocational, and higher education) has provided favourable conditions for ensuring a high standard of education for the working class and the entire people. In conformity with the great responsibility society assumes for the education of the new generation, and in view of the close inter-relationship between school and society, it is important to continue raising the quality of secondary education. Such continuing improvements help to guarantee a firm acquisition of knowledge and aptitudes, to further shape the polytechnical character of the school, and to improve the Communist education of the youth.

Thus, in future paths of improvement, the policy envisages that vocational training and further training should be geared so as to provide an even better education of junior qualified skilled workers and to secure an even better qualification of adults. University and technical college training will have to couple (a) establishing solid education in the fundamentals of a given subject with (b) inducing a capability on the part of each student to penetrate unaided into science and to apply relevant theory-referenced findings in practice.

Taking all this into account, pedagogic science and research within the GDR are focused on the following subjects:

- Communist education of personalities with special reference to the functioning of teams. Here, teamwork development applies to pupils, apprentices, students, and workers respectively.
- Raising the level of teaching and learning processes with a view to a better acquisition of knowledge and aptitudes. Whether in pre-school facilities or in general schools; in institutions of vocational training and education; in the training

and further education of working people; or at technical schools as well as universities and colleges; this focus is in the interest of developing abilities, convictions and attitudes.

- Further improvement of the management and organization of the pedagogic process, specifically in order to intensify and rationalize the work done at educational institutions.
- Further development of the integrated socialist educational system.

The above-mentioned basic educational and pedagogic orientations provide the priorities of information activities in the sphere of the integrated socialist educational system.

Within this context, scientific information – with its own scientific means and objectives – contributes towards implementing the politico-ideological and educational tasks of the GDR and towards developing pedagogic science and research with all its subdisciplines such as general pedagogics, school pedagogics, vocational pedagogics, university and college pedagogics.

In this context 'pedagogics' is understood as a discipline forming part ot Marxist-Leninist social sciences. Accordingly, scientific and pedagogic information[1] is taken to be part of social-science information.

The guiding principles in regard to social-science information (and thus pedagogic information as well) are laid down in the 'Resolution on the further expansion of the system of social-science information and documentation existing in the German Democratic Republic' enacted by the Council of Ministers of the GDR on 22 April 1965 and still valid today. Accordingly, information and documentation in the sphere of social sciences:

- 'serve the comprehensive, systematic and purposive collection and imparting of latest findings and experience gathered by all social-science disciplines;
- 'make it easier for individual and collective users in research, teaching and practice to get an idea of the scope and nature of literature published in their specific fields, informing them constantly of the latest state of development as far as it is reflected in literary documents and other sources of information;
- 'contribute in this way to reducing the time required for the evaluation of scientific literature, to increasing the productivity of scientific work, to raising the level and speed of development of socio-scientific research and to promoting the application of the latest findings and experience in the German Democratic Republic'.

In addition, the Resolution states:

> 'To ensure a high efficiency and quality of socio-scientific information and documentation, scientists from the various socio-scientific fields should be enlisted into the sifting and evaluation of source material. Socio-scientific documentation activities should become an integral part of scientific activities'.

This emphasis applies, also, to the possibilities of international co-operation, notably the GDR's co-operation with socialist countries.

An organic interrelationship between information and libraries is essential for meeting social demands. In this interrelationship the libraries, in conformity with their respective functions, assume the sole responsibility for acquiring, processing and making accessible the required original sources. The Resolution decrees that information institutions for each important social science discipline are to be established and developed.

1. The following refers exclusively to information based on fixed sources (source information).

In the sphere of the educational system this Resolution by the Council of Ministers, as well as the subsequent enabling regulations deriving from it, have been implemented step by step with regard to a number of decisive items; and in doing so, experience gained in practice has already been used. Within the 1976-1980 Five Year Plan period of the GDR, new and more exacting tasks of social development are having to be undertaken and their problems solved. This applies to information as well.

The basic items of the 1965 Resolution have been complemented by the statements on information and on library science advanced in the Central Research Plan of Marxist-Leninist social sciences of the GDR for the period from 1976 to 1980.

In connection with the further development of advanced socialist society, the questions of a higher efficacy of sciences as well as the questions of an intensification of scientific labour processes and their purposeful management, planning and organization are known to gain ever-increasing importance. The prerequisites which are indispensable for meeting the social requirements encompass an increasingly higher effectiveness of socio-scientific information, including pedagogic information, as well as a higher efficacy of scientific libraries.

In solving the new tasks in these domains, the intention is to proceed on the basis of the following Central Research Plan items:

- *Further concentration on the main tasks.* These are specified for the field of pedagogics in the plan of pedagogic research covering the 1976-1980 period; as well as in the state plans of the competent central bodies, of the Academy of Pedagogic Sciences of the GDR, of the Institute of Higher Education, of the Central Institute of Vocational Training, and of GDR universities and colleges.
- *Better enforcement of the unity between research and information activities.* This engages the state managerial bodies in all institutions within the integrated socialist educational system, in assuming full responsibility for research, teaching *and* information; as well as for the organization of an appropriate division of labour.
- *Improvement of information services* which should be obtained at the lowest possible expense, and which should be highly scientific, topical, reliable, well-differentiated, purposive and with little redundancy. What is more, the data of these services should be transmitted to the user in due time.

  For pedagogic research and its management, analytical and synthetic information is becoming more and more relevant to evaluating literature published at home and abroad. Therefore, the libraries at the central pedagogic teaching and research institutions and those at the institutions for the initial and further training of educationists must provide, to a growing extent, the latest sources of information with the least practicable delay.
- *Intensified international co-operation.* This co-operation is being consistently expanded, especially with Unesco and the developing countries. Co-operations with international counterparts are initiated, from the GDR side, on the basis of consultations between the foreign counterpart and one or more of our central state bodies. The latter – respectively, the Ministry of Education, the Ministry of Higher and Technical Education, and the State Secretariat for Vocational Training – are competent for general education; higher and technical education; and vocational training.

  Good co-operation exists already between the GDR and other socialist countries. Within this community, regular consultations have been conducted since 1975 between the heads of the several nations' pedagogic information centres. This international co-operation between socialist countries is based on common principles of socialist educational policy and on objectives to be implemented by common efforts. The activities in the field of pedagogic information are part

of those aspirations which in 1976 resulted in the foundation of the 'International System of Social Science Information' (MISON - Meždunarodnaja Informacionnaja Sistema Obščestvennyh Nauk). This system was established on the basis of multilateral co-operation between the scientific academies of socialist countries.

2. DESCRIPTION OF THE SYSTEM OF INFORMATION IN THE FIELD OF EDUCATION

As part of implementing the Resolution of the Council of Ministers passed in 1965, a system of information was duly developed in the field of education. Here, the organizational aspects have been defined in the 'Decree on the basic instructions for central offices, head offices, documentation and information centres of social science information and documentation' passed on 12 September, 1966.

This Decree provided the legal foundations for an integrated system of social science information. Some time before, a 'Central co-ordinating Office for Social Science Information and Documentation' (ZLGID), attached to the Academy of Sciences, had been founded. The ZLGID was and is responsible for the development, direction, control, and co-ordination of social science information in close co-operation with the central state bodies, scientific institutions, social organizations and other central institutions in the field of information and documentation.

As a result of the co-operation between ZLGID and the central institutions within the framework of the integrated socialist system of education and the discipline of pedagogics, a central office, several head offices and a great many documentation and information centres have been set up on a nation-wide scale.

In this context, special responsibility is assumed by the Academy of Pedagogic Sciences (APW) which serves as the central head office for pedagogic research in the GDR. Attached to APW are the Central Office for Pedagogic Information and Documentation (ZPID) and the Central Pedagogic Library (PZB).

In Article 22 of the Statute of the APW, adopted in 1970, the following tasks of this Central Office and Central Library were formulated:

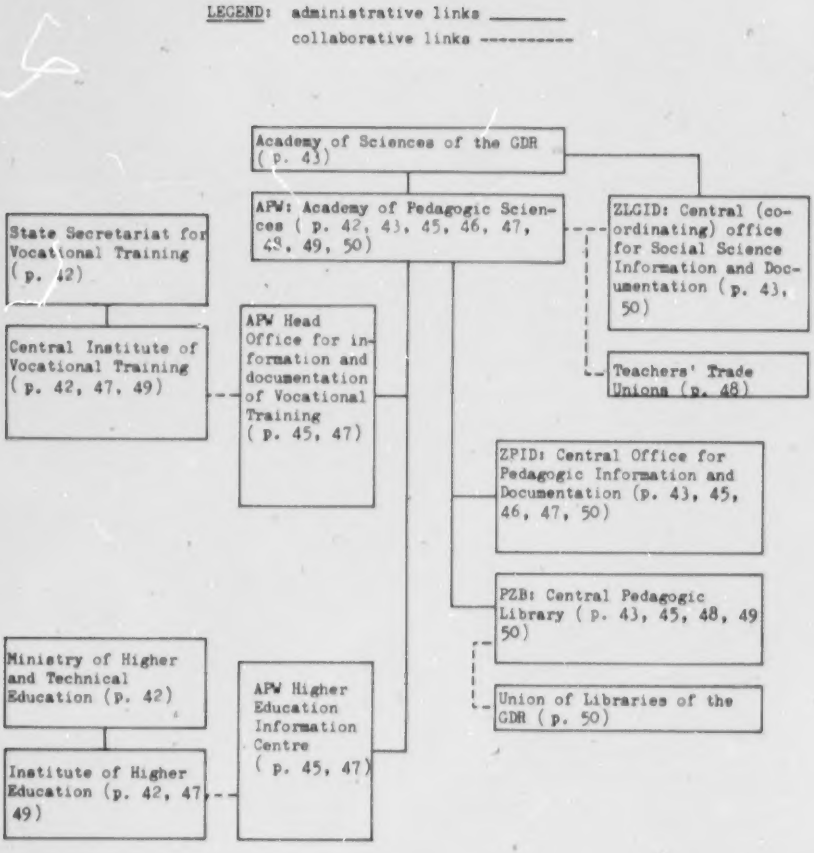
'The Academy ensures the acquisition, storage and provision of pedagogic information sources at home and abroad and guarantees an effective selection, processing and dissemination of significant information with the help of modern means in the interest of pedagogic research, the training of teachers, pedagogic practice and the respective managerial bodies. The Academy ensures the division of labour and the co-operation of all pedagogic information institutions, including specialized pedagogic libraries, necessary for this purpose.'

Under these terms of reference and as institutions of the Academy of Pedagogic Sciences, ZPID and PZB undertake complementary functions under the Academy's 'special responsibility' which has just been described. ZPID constitutes the head office for pedagogic information and documentation in the German Democratic Republic. The Central Pedagogic Library, in its own professional capacity, provides guidance to the nation's many other pedagogic libraries.

On the basis of the earlier-mentioned Decree of 12 September, 1966, the Central Office for Pedagogic Information and Documentation (ZPID) functions as a leading institution. ZPID ensures, *inter alia*, the fulfilment of the following objectives within the frame of pedagogics:

1. Central planning of information – its contents, scope, co-ordination with other institutions – with the help of the annual central plan of pedagogic literature information.

FIGURE 1. Interrelationships mentioned in the case study


LEGEND: administrative links
collaborative links
Academy of Sciences of the GDR (p. 43)
APW: Academy of Pedagogic Sciences (p. 42, 43, 45, 46, 47, 48, 49, 50)
ZLGID: Central (coordinating) office for Social Science Information and Documentation (p. 43, 50)
Teachers' Trade Unions (p. 48)
State Secretariat for Vocational Training (p. 42)
Central Institute of Vocational Training (p. 42, 47, 49)
APW Head Office for information and documentation of Vocational Training (p. 45, 47)
ZPID: Central Office for Pedagogic Information and Documentation (p. 43, 45, 46, 47, 50)
PZB: Central Pedagogic Library (p. 43, 45, 48, 49 50)
Union of Libraries of the GDR (p. 50)
Ministry of Higher and Technical Education (p. 42)
Institute of Higher Education (p. 42, 47, 49)
APW Higher Education Information Centre (p. 45, 47)

2. Development of a system of means of information, in conformity with the requirements of the users. In the plan of pedagogic literature information these means are categorized as to their subjects, the type of publication, and the editor.
3. Influencing the formation or expansion of the lattice of information and documentation institutions in pedagogics and related practical fields on the basis of 'network' concepts. The latter have applied since 1974 to any institutions subordinate to the Ministry of Education. During 1975-76 they were applied to the fields of vocational training and higher education.
4. Development of uniform methodical material – for example, classification – as well as methodical and organizational guidance and control of subordinate information institutions.
   Since 1972, ZPID has used the new 'Systematics of Pedagogics'. This design for pedagogic information partly provides also the basis of classification activities being implemented at the Central Pedagogic Library (PZB) as well as at several head offices and information centres. Pedagogic information work, with the help of the electronic data processing system of the Academy (APW), is based on the 'Pedagogics Thesaurus of the Academy of Pedagogic Sciences of the GDR'.
5. Co-ordination with other central information institutions, notably in the field of social sciences.
6. Development of international co-operation.
7. Participation in the qualification of staff employed at head offices and in documentation and information centres. The Central Office for Pedagogic Information and Documentation, in co-operation with the Central Pedagogic Library, organizes regular further-education courses during which basic questions of educational policy and research, as well as related issues of information and library activities, are discussed.
8. Participation in imparting basic information knowledge to users, especially to post-graduates employed at the Academy of Pedagogic Sciences as well as to the researchers closely co-operating with ZPID and PZB.

Head offices for information and documentation have been established for subsections within the discipline of pedagogics. The Academy of Pedagogic Sciences runs several head offices attached to institutes and branches.

Vocational-pedagogic questions are dealt with by the head office attached to the Central Institute of Vocational Training, while pedagogic questions of higher and technical education are dealt with by the information centre attached to the Institute of Higher Education; both of which – in conjunction with ZPID – provide fundamental information relating to educational policy and pedagogics.

Additional information and documentation centres operate for other subsections at the various institutions of the integrated socialist educational system at all government levels.

All of these information institutions are staffed with highly-qualified personnel, specifically at the central state-run research and teaching institutions. As a rule, the scientific members of staff are at least university or college graduates in a specific subject (often pedagogics, but also economics, sociology, languages) with an additional qualification obtained in the field of information/documentation.

Many members of staff have been trained at colleges for information and/or library sciences, or have obtained a skilled worker's certificate.

All staff members are required continuously to improve their education in the fields of pedagogics, information theory and practice as well as foreign languages, with a view to continually raising the efficiency of pedagogic information. Complying with this requirement makes them better able to meet the requirements posed by the further development of the integrated socialist educational system.

3. MAIN USER GROUPS, PEDAGOGIC INFORMATION REQUIREMENTS AND SERVICES

The *main user groups* of pedagogic information within the integrated socialist educational system require information for the fulfilment of their state tasks in conformity with the objectives of their institutions; objectives which are binding on the main user groups.

Seen under the aspects of information theory and practice, the main user groups of these spheres are of four major kinds which, as a rule but not necessarily, coincide with a concentration on certain institutions:

1. Executive and other scientific staff with mainly educational tasks oriented to research, teaching and practice, as well as executive staff of central bodies from other fields.
2. Executive and other scientific staff with mainly scientific and pedagogic tasks oriented to research, teaching and practice at academies, universities, colleges, technical schools and institutions.
3. Teachers and teacher students at pedagogic teaching and further-education institutions. These personnel undertake mainly theoretical and practical pedagogic tasks at colleges for the advanced training of teachers and at teacher training colleges, or at further-education institutions for teachers, etc.
4. Staff at general schools, colleges, vocational and technical schools with predominantly practical pedagogic tasks.

Executive staff of state bodies, researchers and university teachers, as categorized in the above-mentioned groups, are being supplied with *specific* information in accordance with their specific tasks. In concurrence with these categories of users, the information institutions of the GDR are making efforts to satisfy the information requirements of *all* users by providing them with comprehensive, systematic, well-differentiated, purposive and up-to-date information of high quality.

Current inquiries into the information requirements of various groups of users play a decisive rôle, because the requirements are rapidly increasing in quantity and quality due to the persistent development of the integrated socialist educational system.

In 1974, for instance, a representative study was conducted in the field of education, by the Academy of Pedagogic Sciences (APW), to find out the requirements of the user group 2. Fifteen means of information selected and issued by APW were assessed by users as well as editors. The following methods were used:

1. Document analysis;
2. Written qualitative assessment by the persons responsible for the means of information and additional information services within and outside the Central Office for Pedagogic Information and Documentation (ZPID);
3. Purposive inquiries directed to selected users of means of information and other information services carried out at all institutes and branches of the GDR's Academy of Pedagogic Sciences, as well as to users of several institutions outside the Academy. This portion of the study was carried out by staff members of ZPID, using the interview method with fixed-question programme.

All in all, the results obtained and statements made were positive with respect to the level of development reached in the field of pedagogic information. At the same time they produced a great many valuable ideas, proposals, suggestions and concrete indications of how to improve effectively the information services rendered by the Academy of Pedagogic Sciences of the GDR.

Based on these inquiries and studies as well as on other data, it was possible to meet the information requirements better than before.

In line with the higher demands, a new means of information designed for executive cadres was elaborated in 1976. This provides information on international findings and experience gained in the sphere of science and education policy, social science research, and pedagogic theory and practice, especially of the socialist countries. It is published weekly.

Similar projects are under way or envisaged for other groups of users. For instance there is a project to supply the leaders of research collectives – as well as scientific staff members to a growing extent – with selective information, with the aid of electronic data processing systems. Such projects are part and parcel of the research projects of pedagogic information. Their common objective is to reconsider and improve the practical pedagogic information services in a continuous and dynamic manner, so as to assist in the further development of the integrated socialist educational system.

Studies of the requirements of users are also conducted in the sphere of information pertinent to vocational training and to higher and technical education. For example, one team, which deals with information and documentation in 'vocational training' within the network of information institutions, annually ascertains the information requirements of users on the basis of a study of their work tasks, using interviewing-questionnaire methods.

On a national scale, additional intensive studies are being conducted in the GDR on the problems of user groups and on the specific requirements of users in the field of social sciences, making use of international experiences.

To cater for the relatively large circle of users and their information requirements, there exists a wide range of information services in the field of the integrated socialist educational system. These comprise, above all, the means of information related to specific subjects and to the provision of survey information.

The *subject-related means of information* encompass, for the most part, selected thematic bibliographies with or without annotations; progress reports and studies; documentations in the form of collections of quotations, thematic collections of papers; and experience reports. They are compiled on the basis of either the plan of pedagogic research, or of the working plans of the Academy of Pedagogic Sciences, the Institute of Higher Education, the Central Institute of Vocational Training; as well as of the colleges, universities and other institutions of training and further education. The majority of these fundamental, thematically oriented and overlapping means of information are being issued by the Central Office for Pedagogic Information and Documentation (ZPID), by the Higher Education Information Centre, and by the Head Office for Information and Documentation of Vocational Training. The preparation of the means of information referred to above is done by the publishing institutions, generally in close co-operation with expert scientists.

Information institutions at county level, for example those attached to the county cabinets for the further education of teachers, prepare their means of thematic information especially with reference to the activities of the teachers in their counties.

Periodically published means of survey information comprise, first of all, bibliographic works. These include primarily the *Pedagogics Bibliography* which is compiled by means of an electronic data processing system and which, in a representative selection, compasses the national pedagogic literature of the GDR, including information sources other than booksellers (pedagogic doctoral theses, pedagogic lectures by distinguished teachers, pedagogic diploma papers, and so on). The pedagogic lectures generalize the most advanced experiences gathered by teachers under a specific criterion and a theoretical proposition.

In consistently developing the movement of pedagogic readings and in enlisting the co-operation of suitable teachers of research work, the teachers' trade union has been playing an important role. It closely co-operates with the Academy of Pedagogic Sciences of the GDR, thereby contributing to an effective improvement of the information services rendered to pedagogic research and practice and to the various state management levels.

To refer to yet another aspect of survey-information work: a selection of pedagogic literature published abroad is indexed. Indexing is not simply made by quoting the title, but also by chains of descriptors, explanations and a systematic allocation based on the 'Pedagogics Thesaurus' and the 'Systematics of Pedagogics', both of which were elaborated in 1972 at the Academy of Pedagogic Sciences.

In addition to the 'Pedagogics Bibliography' there are more specific bibliographic surveys of literature available. These cover the fields of vocational training as well as higher and technical education.

Periodicals containing abstract information include the Referateblatt Pädagogik ('Pedagogics Bulletin'), Berichte und Informationen zur Hochschulbildung ('Reports and Information on Higher Education'); and the Bulletin Hochschulwesen im Ausland ('Bulletin of Higher Education in Foreign Countries'). These periodicals review selected information sources from home and abroad. Additionally, the abstract card-index on vocational training includes annotated titles.

Within the framework of international co-operation with Unesco, the GDR has for many years participated regularly in the Co-operative Educational Abstracting Service (CEAS) as well as in the International Educational Reporting Service (IERS). Through reports on the further development of the integrated socialist educational system as well as its participation in preparing slide sets under the heading 'Country profile – the educational system of the GDR', the German Democratic Republic provides to other countries the experience it has gained in the field of education. Slides on special subjects, exhibitions of various kinds, etc., supplement effectively the information mentioned above.

In addition, the socialist countries prepare and issue jointly, twice a year, the Informationsbulletin Pädagogik sozialistischer Länder ('Information bulletin on Pedagogics of socialist countries') in two editions: the 'survey bulletin' and the 'thematic bulletin'. These include abstract information together with complementary bibliographic data.

Additional relevant means of information within the framework of the integrated socialist educational system encompass *information for leading cadres* at different levels of management. These means are notable for their diversity of subject-matter presented in a variety of forms.

Specific means of information are available for those subsections of pedagogic research for which there also exist head offices of information and documentation; e.g., for research into teaching aids, education of teachers, school policy, and pedagogics in foreign countries.

There are information services operating *on a regional level* which provide surveys on available bibliographies, pedagogic lectures by successful teachers, reports on experience, and about new acquisitions of the libraries.

The collecting point for pedagogic literature is the Central Pedagogic Library (PZB) attached to the Academy of Pedagogic Sciences. This library is designed to acquire the complete range of GDR publications on pedagogics, including centrally distinguished pedagogic lectures as well as fundamental publications of peripheral disciplines. It also acquires a selection of scientific and methodical pedagogic literature, periodicals and additional means of information, from other countries. The library of Humboldt University of Berlin accommodates the entire literature on the pro-

blems of higher education, while literature on technical education is concentrated at the Institute for Technical Education.

The indexing of the literature acquired by and available at these centres is effected by means of various lists of new acquisitions which are always available in various forms to users and interested persons. At the Central Pedagogic Library these lists are coupled with an index on available translations of foreign literature.

4. PROBLEMS ENCOUNTERED IN THE DEVELOPMENT OF PEDAGOGIC INFORMATION

Pedagogic information has already achieved a relatively high level of development in the GDR. Nonetheless, as is to be expected with the steadily increasing social requirements, there are problems which are presently being tackled and solved. Two of these will be briefly outlined:

Achieving More Effective Implementation of the Unity of Pedagogic Information

In the light of the comprehensive research projects planned for the period between now and 1980, on the one hand, and of the research capacity actually available and the ever-growing quantity of information to be processed for each research project, on the other, it has proved necessary to effect a rational social division of labour between research and information. The individual researcher and the individual research team are, for reasons of time, language and finances, presently unable to collect, process, store and make accessible the required information. This can only be done through common efforts on a national and even international scale.

The central information facilities within the integrated socialist educational system, especially at the Academy of Pedagogic Sciences, at the Central Institute of Vocational Training, and at the Institute of Higher Education, have already rendered information services to research, in a purposive manner. Pedagogic scientists have been taking an increasingly active part in the preparation of means of information. This occurs in their capacities as authors, experts, analysts of journals and periodicals, and so on. It has been possible to establish closer contacts with the research teams through *information service staff*: expert scientists who work at the individual institutes and branches attached to the Academy of Pedagogic Sciences.

However, in the years to come more attention must be devoted than before to the following tasks:

- information services will have to be more closely and deliberately oriented towards the individual stages of research, from planning until implementation. This can be achieved by utilizing still better the technical facilities, such as electronic data processing, micro-film technology and reproduction and printing facilities.
- information-intensive sources (doctoral theses, research reports, etc.) will have to be made available in an even more adequate manner for further research and for making educational policy decisions.
- double evaluations of information sources should be reduced to a minimum by adopting a well-balanced division of labour between researchers and information institutions. This is especially needed between the individual pedagogic information facilities at various levels and at different institutions.
- researchers and experts should become true partners in the field of information; and the activities of information experts in their collaboration with individual research complexes should be given more scope.

Achieving More Efficient Co-operation of Information Institutions with Libraries and with Archives and Publishers

The Central (co-ordinating) Office for Social Science Information and Documentation (ZLGID – see page 43) and the Union of Libraries of the GDR have been anxious to secure more effective co-operation with many information institutions and libraries in the field of social sciences. The efforts made so far are intended to develop a higher degree of responsibility with a well-defined range of competence, as well as closer co-operation. They apply fully also to pedagogic information facilities and specialized libraries.

In this connexion it is of minor importance whether information and library are structurally separated from each other, or operate under a common management. It is essential that the pedagogic libraries, especially the Central Pedagogic Library – in addition to meeting the needs of literature and for clients' use of libraries, and coping with its cultural and educational tasks – should attach importance to making current sources accessible to the competent information institutions.

In the interests of the largely joint users of pedagogic libraries and information institutions, the greatest possible degree of uniformity should be aimed at; not only in the registration of bibliographic titles, but in using the systematics and the thesaurus in library work as well. In this respect, common efforts are being made at the Academy of Pedagogic Sciences to bring about co-operation between the head office for pedagogic information and documentation (ZPID) and the Central Pedagogic Library.

The services for providing *topical* information rendered by the archives of the Academy are presently being expanded and developed, with a view to improving the supply of information for pedagogic researchers. In this connexion, it is intended to enter into close co-operation with the publishers of pedagogic literature, 'Verlag Volk und Wissen', so as to secure a uniform approach in the bibliographic title registration; in annotating, reviewing, and so on.

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National case study: **Iraq**

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1. INTRODUCTION

This case study portrays the present situation of educational information in Iraq, restricting itself to considerations which seem relevant under the working definition of 'information' suggested for the international inquiry (for this definition, see page 9). In preparing the study, the authors relied on official documents and decisions issued by competent bodies and conferences. Beyond this, they conducted personal interviews with officials responsible for the various educational information institutions in Iraq.

As an Arab country, Iraq works in partnership with a number of nations and international bodies that are developing certain common facilities for information and its communication in the Arabic language. Thus the authors have also taken into account the conclusions and decisions of two particularly significant conferences. These are: (1) the Regional Conference for National Planning of Documentation and Library Services in Arab Countries, Cairo, 11-17 February 1974; and (2) the Intergovernmental Conference on the Planning of National Documentation, Library and Archives Infrastructures, Paris, 23-27 September 1974. The second-mentioned drew together the work of the several previous world Regional Conferences.

Through these conferences, three main aims developed. One of them was to plan for an integrated national system in the field of documentation, library and archives; along with concurrent formulation of a *regional* national information plan which would also counterpoise these branches while comprising, in itself, a first step towards integration at the wider international level. Another aim was to plan for utilizing technology in documentation, library and archives; as well as for the pertinent training needed for operating this in the national information system. A third aim focusses on planning for manpower in the documentation-library-archives field.

More recent developments are forwarding these aims. Here we would cite a meeting convened in Cairo during 1976 by Unesco's Regional Office for Education in the Arab States, which concerned the installation of a network for educational documentation and information, having its nucleus in the Regional Office's Documentation Centre in Beirut. This centre is also conceived as a supplier of training and other support services for the network. One of its very important tasks is to speed up preparation of the 'Thesaurus' – a classified guide to Arabic terms in education, designed for the purposes of computerized documentation and information retrieval. This and other examples that can be adduced show how many collaborations in the region blend into – and are reciprocally supported by – the Iraqi national effort to dismantle obstacles and to close gaps in the present information flow.

2. THE EDUCATIONAL SYSTEM IN IRAQ AND ITS RELATION TO EDUCATIONAL INFORMATION

2.1 *Background to contemporary priorities*

Iraq, with an area of 348,446 sq. kilometres and a 1975 population estimated at eleven million, forms the north-western wing of the Arab homeland. Today Iraq is prominent for the abundance of its natural resources and the fertility of its land, as well as for its strategic position. These, in past centuries, have made it the cradle of civilization and a meeting-place of cultures, an early and enduring centre of Islamic education and culture, and the ambition of covetors. The several most recent centuries provided Iraq with a heavy bequest in the form of backwardness.

In the recent period, the 17 July 1968 Revolution which was led by the Arab Ba'ath Socialist Party is considered a major response addressing all aspects of economic, social and cultural backwardness. The Revolutionary Government is giving special care to culture and education for the purpose of creating a new Arab generation whose individuals believe in the unity of their nation and, by adhering to scientific thinking, liberate themselves from superstitious and reactionary ties and customs. The Government wants to revolutionize society through the means of science and technology and through compulsory education.

In terms of this objective, the numbers of schools, teachers and students in the various levels of education have been increased to an important extent. Currently the budget for education forms 22 per cent of the general National budget and approximately 7 per cent of national income. As we shall see, this impetus is likewise one of qualitative development; but as a quantitative example, the following table shows the progress in increasing the student body during the last five years:

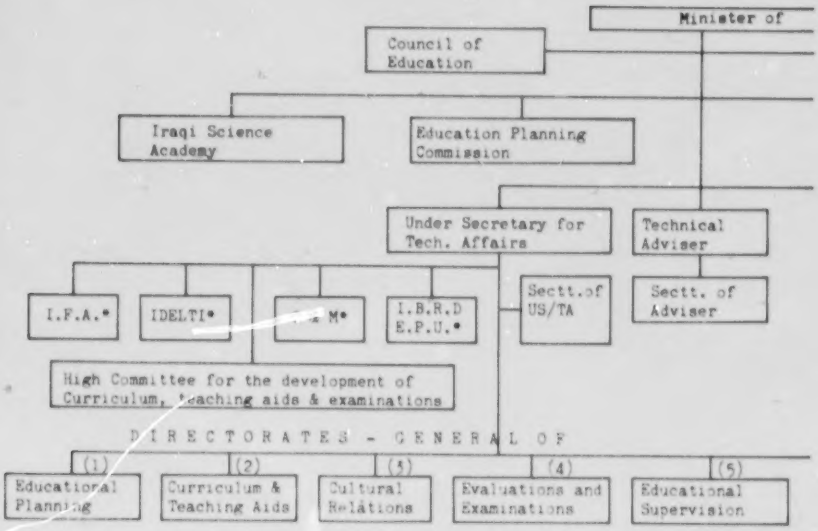
Stage of Education	No. of students 1969-1970	No. of students 1974-1975	Per cent increased
Kindergarten	15,697	35,367	125%
Primary	1,098,880	1,523,955	38%
Secondary	302,917	457,763	51%
Vocational (Industrial, Agricultural, and Commercial)	7,535	19,961	164%
Teachers' Institutes	8,540	15,751	84%

2.2 *Educational Policy in relation to Priority Aims*

Even in the earliest years of this period, serious efforts were being made to set up a clear educational policy and to formulate aims consistent with the principles of the Revolution. This work culminated in the political report of the Eighth National Convention of the Arab Ba'ath Socialist Party in 1974. This report constituted a comprehensive working programme. It defined the philosophy of the society on a scientific, educational and national basis, evaluated the educational situation, and drew the future picture for the march of education based on a radical, balanced and exact method for correcting operational progress so that education assumes its role in building society.

The revolutionary concept of nationalist and socialist culture is expressed in the report's emphasis on educating the people and youth in a manner that will create social awareness, revive Iraq's cultural heritage, fortify national unity against divisive alien intellectual currents, and raise the new generation on the basis of nationalist, socialist and democratic aims and principles. In the educational and scientific fields, emphasis rests on the creation of well-balanced personalities, inculcating faith in science and its inventive methods, and on 'mixing the mind with work'. Here, for instance, in the wider context of the People's Work Campaign, students and teachers participate, during school vacation, in constructional and other comprehensive development projects. 'Information' thus enters the content of school and mass education as a generating of citizenship and co-operative spirit together with love of collective work and of doing it properly.

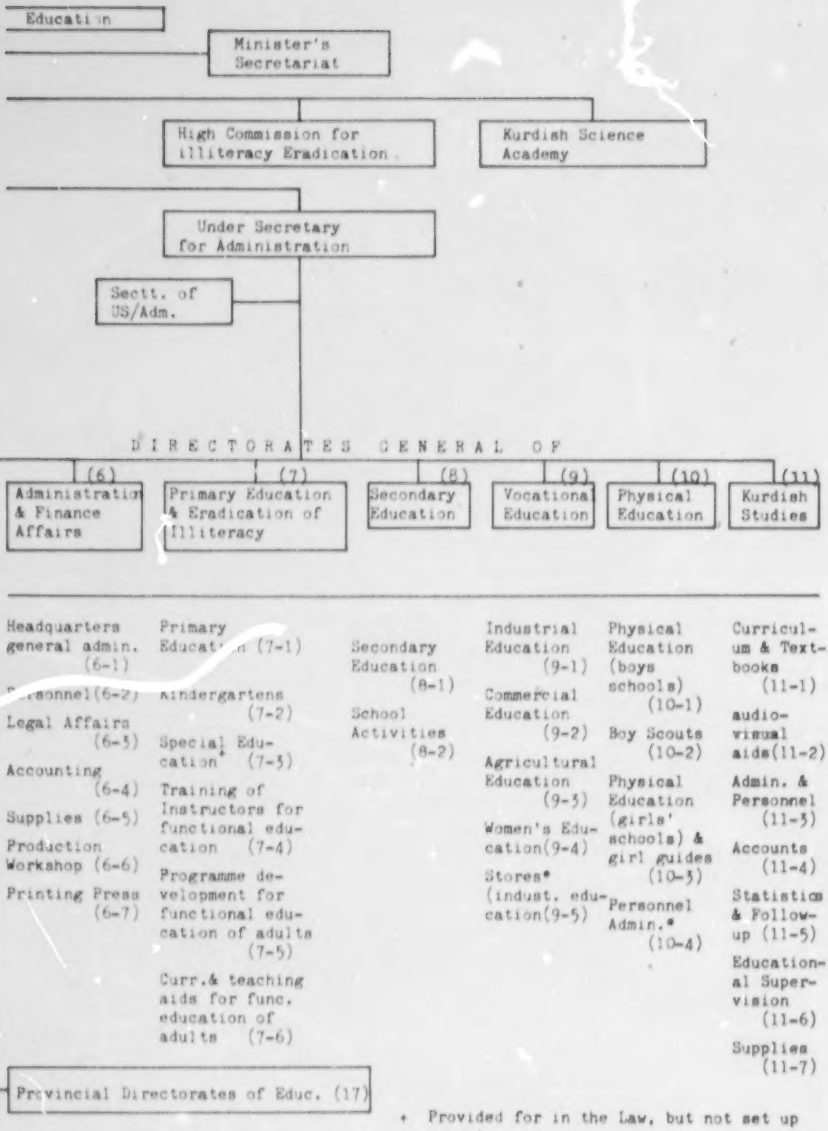
FIGURE 1. The administration of the Iraqi education system.



DEPARTMENTS OF

Planning (1-1)	Curr. & textbooks(2-1)	Cultural Exchange(3-1)	Evaluation & educational guidance(4-1)	Supervision (specialized secondary education(5-1)
Follow-up & Evaluation(1-2)	Teaching aids (2-2)	Information (3-2)	Examinations (4-1)	Supervision (primary education) (5-2)
Statistics(1-3)	Educational television(2-3)	Unesco & International Organizations Affairs (3-3)	Certification (4-3)	Training of secondary teachers & educational leaders(5-3)
Documentation & studies (1-4)	Laboratories (2-4)	Cultural Attaches abroad (3-4)	High Committee for public examinations(4-4)	Preparation of primary teachers(5-4)
School buildings (1-5)	School Libraries (2-5)			Training of primary teachers (5-5)
	Kurdish studies (2-6)			
	Turkoman studies (2-7)			

Based on : Government Order No. 15 of 1972 dated 24.2.1972
As on : June 1975
Source : Ministry of Education, Baghdad, Iraq.



\+ Provided for in the Law, but not set up as yet.

* Set up but not provided for in the Law.

Abbreviations:

EPU: Education Project Unit
O&M: Organization and Methods
IFA: Institute of Fine Arts

In a concordant way, too, the programme encourages youth to generate and communicate ideas creatively within organizations. This can occur in scout camps and military training as well as in the vocational sphere.

The report places balanced emphasis on the preparation of curricula and textbooks in the light of the principles of the Party and Revolution. It stresses provision of equal educational opportunities for both sexes, and requires that any still-prevalent reactionary and backward customs and ideas which demean the value of women be exposed; it considers the family as basic for solidifying social relations and ties. Turning to matters of educational coverage: policy directs that full and compulsory primary enrolment is taken as a first step towards making secondary education also compulsory. The spread of vocational education is to be increased simultaneously with revision of its content so as to modernize it, incorporate scientific content, and generally gear it to the development plans.

Adult illiteracy is one of the most serious problems of national backwardness. The report presaged a radical departure from traditional literacy-work methods, calling for a comprehensive national campaign led by the Party and with multi-institutional participation for the purpose of eradicating illiteracy within a forecasted period. In response, during 1974 and 1975, the Ministry of Education on an experimental basis chose certain areas to be concentrated upon in every province. There, all the abilities of the educational authorities, trade unions, and popular organizations such as the National Union of Iraqi Students and the General Union of Iraqi Women, were combined for the purposes of preparatory surveys and compiling statistics; registering male and female illiterates and distributing them among 'illiteracy-eradication centres'; assigning instructors; and for continuing supervision of progress. Here, then, is another innovative and participative *'information'* activity in the true sense of the Conference's definition.

As our overall policy document, the 1974 Political Report decrees the use of scientific planning in the educational field, and that furthermore, such planning should accord with the national progressive concept. This integral-planning awareness should enter all echelons of workers in the educational field so that their planning is harmonious with that of wider national development. To sum up: all these priority-referenced policies are meant to converge and support one another in creating a comprehensive state of balance and symmetry in the different yet interrelated economic, social, cultural and educational dimensions of continuing change. This of course places a duty upon administrators in the educational as well as other sectors: to become expert in constructive management of the intrinsic and daily dialectical process of achieving radical changes in a balanced manner.

2.3 *Quantitative and Qualitative Developments*

In an earlier section (2.1), the education sector's quantitative growth was briefly described. This and the accompanying qualitative developments stemmed mainly from decisions by the Revolutionary Command Council to institute free education and to nationalize the private educational bodies, with a view to assuring at all levels the principle of equal learning opportunities for boys and girls and between town and countryside. Before turning to the qualitative aspects where information-aided innovations can be witnessed, we should mention three trends within the quantitative growth: (1) under the equal-opportunities principle, to extend education into (a) the rural areas and into (b) remote areas of the country which are the most backward, socially and economically; (2) a weighting in favour of increasing the numbers of female students in all stages of study, so as to correct another grave imbalance; and (3) increased entries of students into professional and technical education – for instance, it

is expected that the percentage of students proceeding from general education into 'vocational and academic' will rise from 14 per cent in 1975/76 to 50 per cent in 1980/81.

Qualitatively there are several trends deserving notice. One, as we have already seen, is towards integrating education with the other social and developmental sectors; another, structuring the students' experience in ways that will preclude caste-like distinctions between 'intellectual' and 'manual' work and that also will promote collective team participation in projects rather than individualism. There are trends, too, towards modernizing curricula and teaching methods (here the Ministry has been active in formulating and executing a number of innovative projects); and towards a truly workable decentralization. The latter is accomplished by emphasizing the authorities of local organizations and forwarding the principle of 'centralization of planning and decentralization of execution'.

In practice as well as in our readers' reflections upon them, such activity trends illustrate the vital relationship between educational 'information' and the improvement of education. Whereas the quantitative side implies information that serves the spreading and expansion throughout Iraq, the qualitative side of information-for-development addresses issues and questions of 'how' the National Social Aims are to be implemented on this countrywide scale. To instance some details: one particular kind of 'how' information (within our Conference definition) will be working to resolve the problem of 'Affirming the relationship between Iraq's schools and homes by strengthening the co-operation between teachers and parents for the purpose of caring for the students and orienting them'. A quite different –yet likewise quality-raising– stream of dynamic information enters into the Project for Modern Mathematics, begun in 1969 with the aim of diffusing the non-traditional and more effective mathematics-teaching approaches. By now, the training of leading educational supervisors in all provinces of the country has been completed and the 'information relating to methods-improvement' movement circulates in teacher-training courses, some of whose lessons come via educational television. Beyond the primary schools the Project also aims at putting modern mathematics into practice at the secondary level in its 'intermediate' and 'preparatory' cycles.

Still another distinct qualitative-improvement stream of informational activism is at work in the sub-systems of examination and evaluation, as well as in the problem areas of wastage through failure and drop-out. Iraq has other examples too, all of them confirming the importance of the Conference's 'problem of information', as will be seen in the next-following sections.

3. PRESENT SERVICES AND MEDIA OF EDUCATIONAL INFORMATION

In Iraq there is no single institution operating as the national centre of educational information and documentation. Instead, the institutional base is allocated among several Ministries and organizations according to the nature of the work and function which each of them exercises. As we describe the specific organizations, the reader will notice that several of them make up the Library network; that another group provides the nation's Documentation services; and that Information services are not wholly confined to the Ministry of that title.

Ministry of Higher Education and Scientific Research is responsible for Iraq's universities, colleges, and specialized scientific centres.

The universities (Baghdad, Mustansiriyah, Technology, Basrah, Mosul, Sulaimaniya, Technical School Establishment) possess central *libraries;* while separate

specialized libraries exist in affiliated scientific centres such as Basrah's Centre for Arab Gulf Studies. These libraries provide certain *documentation* services through the issue of bibliographic lists; as for information other than lendings and exchanges, some of them posses potent technological means such as microfilming and rapid-copy facilities. Every college, too, has its library.

The Educational and Psychological Research Centre, founded in 1966/7 and affiliated with Baghdad University, can be considered *inter alia* as a generator of new educational information embodied in studies that have a direct link with the questions of education and teaching in Iraq. Much of its research is commissioned by the educational and planning authorities. The Centre also trains specialists and organizes scientific courses in its fields. It collects and classifies pertinent documents, and issues research publications. At the national, regional and international levels it interchanges information with comparable bodies; and also organizes meetings of the Arab countries' educational and psychological research centres, for co-ordinative purposes.

Another part of the Ministry of HE&SR structure is the Scientific Research Organization for basic and applied research. Included among the eight specialized centres here is a Scientific Documentation Centre, established in 1972. The Centre issues an Iraqi scientific guide for researches, reports and studies, as well as bibliographic lists. It also organizes informational conferences on subjects within SRO's scope.

In regard to the *training* of servicing personnel, in 1969 the Ministry of HE&SR founded a library-science department at Mustansiriyah University, whose Diploma qualification entails two years' study. The Ministry has also established a Higher Institute for Librarianship which takes in first-degree university graduates (Education and other majors) and prepares them for one scholastic year. Study in both courses follows theoretical-practical alternations, including assignments in one or more documentation/information centres.

Ministry of Information: In fulfilling its broadest functions this Ministry undertakes to encourage and diffuse Iraq's Arab culture through numerous activities some of which – such as developing the translation movement, and publishing – are quite germane to educational information. More centrally for our subject, its organization also contains three major services of the institutional base.

1. General Establishment for Radio and Television : This largely educational medium of *information* was established in 1970 with a charter to '...undertake the responsibility of restoring the national heritage and contributing towards its enrichment; caring for the human, social and moral values; disseminating knowledge and culture among the people; diffusing educational programmes; adopting technical potentialities and guiding them; acquainting citizens with the world's civilizations, and providing innocent amusement.' The General Establishment is run by an administrative council under the presidency of the Information Minister and including representatives of other ministries and organizations.

2. National Documents Centre : Established in 1964, this Centre is charged with collecting, sorting and conserving official documents and files; and with abstracting, cataloguing and classifying them so as to facilitate the work of researchers. Another duty of the Centre is to maintain contacts with other countries' cultural establishments (especially the Arab nations') for documental interchanges of experience and information.

3. National Library: Among its various functions the National Library serves as the central depository of five copies of all 'published matter' defined as such by the Depositing Law of 1970. The Law's definition comprises a number of categories into which enter all books, reports and pamphlets, etc., prepared for publication

(including any such material published by the Government for purposes of sale or distribution); academic theses and dissertations; periodicals and newspapers; video or audio tapes, and photographic slides; and so on.

Also attached to the Ministry are many public and specialized libraries. Nationally, the Ministry of Information is responsible for cultural, informative and technical supervision of public libraries. This responsibility is taken up by a High Committee, headed by the Deputy Information Minister, which formulates plans for developing and expanding the network of library services. Linked to the High Committee are the provinces' (Muhafadhat) committees, each headed by the province governor, which study local library situations and suggest plans to the higher level. The Ministry of Information conducts librarianship courses for initial and refresher training of public-library workers. We may note here that every other Ministry possesses a specialized library located in its head office; as well as an information unit whose duties are to make known the activities of that ministry and to exchange information within and outside Iraq.

Ministry of Education – (a) on the *central* level: Within the Ministry at this level there are five main components of the national inter-ministry network ('institutional base' in the terminology of the IBE's questionnaire) dealing with educational information. Each of these is located in a specific department which in turn is included under some particular Directorate-General of the Ministry. Figure 1 provides a diagram of the Ministry's organization. The number codings – e.g., (1-3) indicates Directorate-General of Educational Planning, Department of Statistics – which are repeated in the following description, will help the reader quickly to find the position of the main and other mentioned components, within the diagrammed Ministry structure.

Documentation and Studies Department (1-4): Formed in 1972 and with a prehistory going back to 1967, this department is responsible for collecting, classifying and disseminating documents that pertain to Iraq's and other countries' education systems. It is responsible, too, for keeping in contact with educational and psychological research centres inside and outside Iraq. The department is active in making studies and reports in the service of educational planning. It also engages in translation, abstracting, and publication. Besides several series titled 'Educational Lectures', '... Comparative Studies', '... Abstracts' and so on, it has issued a periodic 'Documentation Journal' since 1972. Each copy contains educational studies, synopses and bibliographic lists.

In 1970 a number of intra-Ministry libraries, including Iraq's school textbook collection, were merged into the Documentary Library which is now a unit of the department. This library issues a monthly periodical which gives information about the latest publications received, and has a bibliographic appendix on textbooks. Library staff also contribute to the nation-wide training of teachers and others who are responsible for school libraries.

School Libraries Department (2-5): This supervises the library and documentation activities of schools throughout the country, and acts as one of their supply sources for new books; it also has operational responsibility for librarian training and for the improvement of services. For example, it has issued a guide to cataloguing a school's library books and indexing them in a uniform manner; and the departmental staff members provide further assistance in these and other respects.

Educational Television Department (2-3): Plans and develops television programmes in accordance with the educational purposes and curricular requirements of the co-ordinated over-all plan; and assures the diffusion of these programmes. Undertakes similar work on programmes which are more directed towards adults – see (1) under *Ministry of Information*.

Information Department (3-2): Informs the public, through media, about the Ministry's activities, projects and accomplishments. Organizes the visits of cultural delegations, and undertakes translations needed for the international aspects of its work as an information centre. The Department issues a periodical giving the news of the Ministry, and publishes a yearbook which provides a province-by-province account of educational developments. It maintains an archive that embodies all newspaper-published coverage of the Ministry's activities.

School Activities Department (8-2): Responsible for the programme-enrichment aspects of school activities; for example, by preparing the special *in-school* arrangements for making best use of educational television (2-3). More broadly, it formulates plans for the yearly nation-wide cycle of school activities; and in respect of each province, supervises the distinctive cultural and artistic activities of the schools there, paying attention to organization and evaluation.

Besides these five main intra-Education Ministry components of Iraq's present services and media of educational information, there are some other departments in this ministry whose activities may also be recognized as contributing to the network – for instance, Statistics Department (1-3); Teaching Aids (audio-visual) Department (2-2); Unesco and International Organizations Affairs Department (3-3); Printing Press Department (6-7); and Boy Scouts Department (10-2).

Ministry of Education – (b) on the *local* level: Here, the provincial branching is an agency of information connected with Ministry headquarters. Each province has its Educational Directorate, whose organization includes an Educational Information Department; a unit for planning, studies and documentation; and a documentary library (in some Muhafadhat, these libraries are still in the early stages of becoming established).

– (c) on the *operational* (schools) level: We may illustrate this ultimate branching of the institutional base, by tracing from one of the Central-level main components (2-5): the School Libraries Department. At the Operational level, there is a library in every school. The law and regulations for school libraries (promulgated in 1974) required that each primary, secondary, intermediate and professional school should establish a main library, to be continuously supplied with books, magazines, documents, and audio-visual teaching aids (see 2-2 above). Moreover, the regulations prescribe that from the main library of the school, *class libraries* should be formed (whether according to the developmental age basis of that class, or upon a pertinent subject basis – e.g., according to the science being studied). Thus the contents of the class library should correspond with the needs of the students, as well as to facilitate the teachers' execution of responsibilities.

The 1974 Law and regulations designated three main sources to supply school libraries with books, furniture and other requirements: General Budget allocation for the Local Administration and the Ministry of Education; yearly investment allocations of the National Development Plan; and gifts and donations made by students and their parents, the school teachers, authors, and the Popular Organizations. Then, to the teaching staff are entrusted the duties of caring for and developing the libraries, of training their students to draw upon these resources (e.g., by using indexes), and of further developing their library-using abilities and reading habits. In each school there is a library committee consisting of teachers and students, which assumes responsibility for supervising the arrangement of the library, for its operation in conformity with regulations and the school's library rules, and for obtaining new books and maintaining the inventory.

4. ANALYSIS AND EVALUATION OF IRAQ'S EDUCATIONAL INFORMATION SERVICES

Moving from the previous section's description of identifiable services and media of educational information in contemporary Iraq, we can now attempt to analyse and evaluate these in four respects: (1) responsive services to users; (2) quality of institutional base; (3) quality of the services' personnel; and (4) in summary manner, evident problem areas which, in aggregate, make up the *Problem of Information* ('the existence of obstacles or gaps in the present information flow') for Iraq at present.

4.1 *Responsive services to users:* On the basis of the authors' studies and interviews it may be presumed that there are five distinct groups of *active* users, at present, for whom educational information has been relevant, namely (A) the national leadership and others responsible for educational policy; (B) educational planners; (C) researchers; (D) teachers; and (E) those students, parents and citizen activists already joining in the movement to improve Iraq's educational and training systems – notably the memberships of 'popular organizations' such as the ones mentioned earlier (page 56). Allowing for exceptions in particular cases, the (A)-through-(E) categories also seem to correspond to higher and lower degrees of the extent to which pertinent information *flows towards* the users (or is known by them to be accessible). Indeed, too, 'numbers of people entering the category' might be more-or-less in the same sequence from (A) to (E); which would show another dimension of the Problem of Information.

In practice, the several described informational bodies of the institutional base (most of them quite young and a few still in formative stages of development) try to attend to priorities of important users while, at the same time, working in accordance with their plans to widen the diffusion and improve the selective relevance of the services. In each and all of these attempts, obstacles and gaps are encountered, and some of the most difficult are posed by incompatibilities within the entire base or inside one or more of the described components – *insofar as incompatibilities persist, the services remain weak*. For example, the National Library (page 58) is endowed with a rich incoming stream of materials by grace of the Depositing Law, and with a massive task of classifying them so that they can be approachable by – or for – users. In the matter of classification, there is little that represents standardization across the institutional base (note too, as was mentioned on page 52, that the Arabic Thesaurus is not yet available for classifying/library-search purposes either). At one of the other components, Documentary Library of the Ministry of Education's Documentation and Studies Department (page 59) the 'Dewey', 'catalogue', and 'register' systems are still in insulated coexistence; and so on elsewhere. Another locus of incompatibility is sited in the national copyright register. Even though there is decreed protection for the authors and their publishers (law for the Protection of Authors, No. 3, 1971), the benefit of potential users is limited again by the prevailing lack of unified classification plans. Such obstacles/gaps *'bind'* information rather than permitting its flow to users.

4.2 *Quality of Institutional Base:* After reviewing the components described in section 3, the reader has probably gained the correct impression that every unit was formed and is functioning in the service of its own (or the organizational sponsor's) chartered purposes rather than in the interests of a national educational-information system. This 'emphasis of the component' (sub-optimization) is natural and proper; nonetheless, to nourish these components and to forward this emphasis, some overall co-ordination and mutual effort on the part of all of them is arguably essential – to date, it is hardly a noticeable quality.

What might be termed 'strength' of the base is another quality to consider: the authors' appraisal is that in terms of numbers, sizes, scopes of functioning, and so on; as well as in their linkages as a network; these offices of documentation and educational information are not proportionate to the requirements of Iraq's existing reform and educational-renewal plans. We refer not only to their limited resources in buildings and equipment (4.3 will look at the human aspect), but also to the *alignment* of the base. The predominant focus is on printed matter – books, documents etc. – rather than on other means of educational and cultural communication such as radio and television, tape recordings, microfilm indexes, xerographic copying services, and so on. Nonetheless, there is already a pilot Multi-media Project for the in-service further education and updating of teachers and supervisors. It employs educational television programmes and other audio-visual means that are included with correspondence courses, summer seminars and local meetings.

Figuratively, an institutional base that has insufficient strength is an invalid in a weight-lifting contest: its tasks are much above the level of its powers, and it exhausts itself and disappoints others even as it tries hard to cope with the burden. To return to factual examples – the authors find the present institutional base occupied with the following work loads: preparing periodic reports, studies and statistics in any and all areas and stages of education in Iraq; replying to questions and queries from within the country (often by policy-makers) and abroad; interchanging publications and printed matter among its specialized offices; collecting and publishing 'news' from the incoming documents; fulfilling the rest of the documentation operation (hampered by the incompatibilities mentioned earlier), while also working on plans for a unified classification and cataloguing system; making available its bibliographic information in listings and readers' directories for the special fields; translating and publishing important documents; acquainting the citizens with the Revolutionary educational goals and the progress towards achievement; and generally helping people to solve their problems in this field.

4.3 *Quality of the Services' Personnel:* Although the institutional base obtains graduates of the several training institutes and programmes mentioned earlier (to which in future will be added those coming from the new Training of Arab Documentators Institute), most of its components are chronically deficient in competent personnel. Of course, this problem is not unique to Iraq: in other countries, too, the institutions are staffed in some measure with persons who have entered the educational documentation/information field from earlier backgrounds of teaching, local management, journalism, etc., rather than with pertinent qualifications.

The rather poor overall quality of personnel in the system's component bodies seems to indicate that the 'feeder' human-resource processes – selection, preparation for the profession, and in-service training – are not working well. Observation tends to confirm this.

– *Selection:* World-wide, this may be the most difficult process of the three, as there are almost no reliable objective aids to the decision – it is a subjective probability estimate. The mistake of having chosen 'the wrong person' might come to light a long time afterwards; the mistake of having rejected a suitable person is seldom found out. In Iraq at present, selection is based on estimating the capabilities of candidates mostly in the reference frame of their academic records. This sometimes disregards undertaking the simplest testing and consideration of qualities for information work such as broad cultural background, a capacity for social interaction, interest in making use of innovative technology, and so on. It is a surprising neglect, not to probe for such important *development-favouring* qualities; all the more so because the academic qualifications are so frequently those of an irrelevant field of study. Furthermore, up

to now, the material and sociological circumstances of the institutional bodies themselves are not such as to attract the most capable or promising candidates.

– *Preparation for the profession:* One can also notice the insufficient number of institutes available to graduate the necessary specialized capabilities. The existing ones are largely dependent on part-time lecturers; noteworthy, too, in teacher-training colleges, is the *non*-inclusion in their curricula of Librarianship and other information-pertinent subjects. Likewise, there have been gaps in the institutional facilities for preparing administrators and supervisors[1], technicians and specialists.

– *In-service training:* It is noticeable that these programmes are not defined under a clear mandate specifying aims, methods, evaluation and follow-up. As for content, there is a lack of informational 'reviving and renewing' material of the sort that acquaints servicing personnel with the latest professional insights and useful techniques. In actual training methods we find it remarkable how little use is made of effective modern small-group and team training (as distinct from traditional classroom lecturing), and how little time and attention is devoted to on-the-job training and further promotion of workers' skills. It certainly seems that Iraq's best-qualified professionals are not yet obtaining a 'multiplier effect'; and that not enough use is made of the training opportunities offered by international and Arab organizations.

4.4 *The Most Prominent Problem Area:* The sum of the analysis, then, is as follows: the problem area of educational information *services* appears in their 'fragmentation', itself evidenced by (a) rather high degree of isolation between each service and the other ones, (b) a variety of incompatible (and mostly obsolete) classification/cataloguing methods – each the individual choice or inheritance of the component service – which shows the serious lack of a unifying documentation-retrieval system on the country level. Hence, as was mentioned in the Introduction, the important role envisaged for the Thesaurus and other collaborations in the Arab Region. In turn, (a) and (b) determine (c): an unduly small degree of activity in the network as a whole, at present. For instance, some of the specialized libraries do not permit borrowing at all, and their copying facilities are inadequate; most other libraries will only lend one or more books for a maximum of two weeks; for these and other reasons, the inter-library loan system is at a poor level of development and coverage.

Regarding *institutional base*, pre-Revolutionary Iraq was not well endowed with suitable buildings for libraries and information-documentation centres; and even today, insufficient funds are being allocated to the creation of better facilities. The same is true with respect to basic technical equipment such as xerographic and microfilm. By and large, each component is dependent on the budgetary processes and decision of its unique administrative sponsor; and among the latter there is far too little co-ordination and co-operation in the informational field. This deficiency exists at the national, regional and local levels, and especially affects research, studies and decisions.

As we have seen, *personnel* is another and very complex problem area. Here, rather than recapitulate points, let us review this area as one of the heritages of backwardness *and* as the area in which the new Arab generation (see 2.1) must emerge. Such is poignantly the case at the Ministry of Education's *operational* (local) level where numerous schools have to work on a two-shifts basis. The entire 'problem of information' is pinpointed for teachers and pupils in the issue of library skills and

1. This deficiency is being responded to as a priority project of the National Centre for Consultancy and Management Development (NCCMD); which also, for *administrators'* in-service training and for organizational development, works closely with the Ministries' O & M units – e.g., see Figure 1 under 'Under Secretary for Technical Affairs'.

reading habits. For the teachers personally, the issue is often that of struggling with one's own ingrained habits as well as with the present defects of the informational system. Traditionally, and as a function of the lack of role of libraries and other non-verbal information networks, Iraqi students have not been and still are not inclined to use reference facilities and search out the resources.

To quote a field study in Baghdad University: 'The fact that 40 per cent of students prefer the dictated-notes methods, and that about one-third of them rely on course lecturers without resorting to any other source, is one of the proofs which shows that the university student in our country lacks the correct studying habits. He continues his university education in the same manner he followed in secondary school. That is, he depends directly upon the teacher and, indirectly, upon the teacher's exclusive use of the textbook. So-called learning is a matter of memorizing segmented facts.' Even today, most college students obtain their degrees without stepping into a library. Many of them become teachers, and so the recycling of backwardness continues.

These tendencies are in grievous contrast with the national development aims and programmes. Among the latter, for example, the Project for Agricultural Productive Schools is intended to educate the new agricultural generation in co-operative and collective work under modern methods. The project includes three technical departments and others for plant production, animal production, and extension and training. The students may take part in specialized production activities such as crop growing and dairy farming, as well as in agricultural industries. We may well imagine the modern teaching expertise, and the flows and uses of educational information needed within this Project.

Comparably, the Production Industrial Schools Project is one of introducing and integrating industrial workshops within the intermediate schools. The purpose here is two-fold: (i) to implant occupational education into what hitherto has been an academic programme; and (ii) to contribute in preparation of skilled technical workers for Iraq's expanding industrial base. The current Industrial Development Plan provides for the introduction of new industries including glass, ceramics, and chemical plants, and the manufacturing of transistors.

Again at the operational level and with all the accompanying requirements that each of its new development projects imposes on the information system, the Ministry continues its efforts in trying new methods in the comprehensive secondary schools. Such innovations relate to curricula, teaching techniques and audio-visual methods, the selection and training of teachers, and evaluation and examinations. The Schools for Youth project is designed for those between the ages of ten and fifteen who have not entered the regular schools: it provides a condensed primary-school curriculum which can be completed within three years rather than six. Yet another initiative — the Advanced Educational Project for Rural Development — combines formal and informal approaches to the reform of public education in the rural areas. Its aims are those of comprehensive rural development conjoined with technical education of adults; in fact, it promotes the concept of 'life-long learning'. The quantities and qualities of teaching needed within these projects (relative to the profession's and its informational services' present human resources and their dispositions), on the one hand, and the prospect of a more aware and socially conscious citizen cohort entering the user groups of future years, on the other, surely point to an imperative national requirement to confront and resolve the *information problem* which noticeably pervades and hampers several of the national programme's paths of constructive progress.

5. SUGGESTED ACTIONS TO RESOLVE THE PROBLEMS

Perhaps the most signal conclusion to be drawn from the analysis and evaluation of Iraq's educational information services is that, up to now, there have been no central or provincial facilities linking and attending to the several components of institutional base, in ways that would help them to interact better, to become a truly national network of information flows, and to join in building up the interdependent sources of sufficient high-quality services to users.

Accordingly, the authors suggest that a facilitative National Centre for Educational Information should be established. Among its functions would be included those of assisting the authorities to formulate an educational-information policy and a national plan based on (a) a survey of the sources of educational information, and (b) analysis of the needs of the users, and of the priorities among these needs. The National Centre would also advise, initially and periodically, concerning the optimal distribution of available resources and the strengthening of the network and its components through suitable legislation and financing. Besides making a 'talent inventory' of the qualified working manpower vis-à-vis present and forecasted needs – as a prelude to first recommending and later helping to implement a system-wide staff training and development policy – the Centre would also work towards assuring the comprehensive and unified bibliographic methodology which is so badly needed.

To conclude, these ideas will now be sketched out in slightly greater detail, and mainly as they apply at the national level within Iraq. But as the Introduction emphasized, it is important for the reader to remember that in our Region, the *national* level of educational information work is for many practical purposes inseparable from the regional *Arab* level. Here, and in collaboration with international bodies such as Unesco, the documentation centres of Iraq share a common effort with their counterparts in the Syrian Arab Republic, Saudi Arabia, Jordan, Sudan, Lebanon, Kuwait, Bahrain, Oman, Egypt, the Libyan Arab Jamahiriya, Algeria and Tunisia. It is expected that the remaining Arab states will also join this regional network as their own educational information centres become established.

Here, then, are the suggested perspectives of the National Centre of Educational Information:

- Helping to formulate and implement a comprehensive information policy for the educational sector; one which reflects the needs of Iraq's various social-development sectors, and which interlaces its elements with the National Development Plan in a supportive manner.
- Identifying and analyzing the present educational-information sources and carrying out comprehensive surveys of their servicing activities and potentials; so that the components which were described in Section 3 become better aware of one another in the co-ordination of their functioning as a national system.
- Locating and analyzing the principal user groups and their respective needs for educational information; with a view to correctly orienting the national information system.
- Surveying in detail the manpower and available skills in the present components, and estimating the current shortages and foreseeable needs during the transition to fuller national-system operations. Planning for the provision of ample and continued staffing of the skill categories and grades involved, by envisaging their training requirements as well as the extent to which the existing institutions and programmes can fulfil these. Where necessary, taking initiative in conjunction with professional-education bodies, to design and submit for approval the establishment of new institutes and programmes whose graduates will be sufficient in number and quality for the effective staffing and work of the system.

- Drafting and recommending the legislative framework for the National System of Educational Information, together with the empowering regulations for the National Centre and its branches.
- Planning for the use of modern technology in the designed processes of educational information, and proceeding to install it along with the necessary conversions from present procedures.
- Undertaking the financial planning of a strengthened system, and allocating the funds correctly in accord with development priorities.
- Making present and potential users, at all levels, aware of the system's improving capabilities; providing consultancy services to them.
- Developing the system's programmes to help create and strengthen reading and study habits among children and adults, especially for self-education and vocational improvement throughout life.
- Developing the national bibliographic system and connecting it with the Arab and international bibliographies so as to enable the classification and making available of all Iraqi publications.
- Strengthening the network's services to public and school libraries, so as to help them develop as active educational information sources and cultural centres.

National case study: **New Zealand**

Prepared by the

Department of Education, Wellington.

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Characteristics of the Nation

The geographic area of New Zealand consists of three main islands separated by relatively narrow straits, and a number of minor islands and associated territories to the south, east and north. The three main islands – North, South and Stewart islands – whose combined area amounts to nearly 267,000 sq. kilometres, are inhabited by just over three million people. The land has large tracts of high mountainous country, particularly in the South Island, as well as much hilly country which cannot be closely settled. There are wide variations in *density* of population: but the bulk of it is located in urban areas where a growing labour force finds employment in manufacturing and tertiary industries and in various service occupations.

One-tenth of the New Zealand population is Maori or other Polynesian. Although for decades there has been considerable intermarriage between persons of European and Maori descent (for statistical purposes, all persons of half or more Maori ancestry are defined as Maoris), there is a distinct Maori cultural identity as well as an historical experience and present-day demographic pattern. Among the non-mainland people, Cook, Niue, and Tokelau Islanders are New Zealand citizens and move freely back and forth. New Zealand's long association with Western Samoa, which is reflected in the 1962 Treaty of Friendship, has also resulted in a steady flow of immigrants from that country.

The powers of the New Zealand Parliament – a single chamber – to make laws are legally untrammelled. The maximum duration of each Parliament is three years between general elections. The effectiveness of the party system relies largely on the general agreement that the majority party has a mandate to govern and the minority party has a responsibility to challenge Government measures in debate and to demonstrate to the electors that it can provide a viable alternative government. The two political parties currently represented in Parliament are Labour and National. When in power, each of them follows the practice of allocating matters relating to education to one Minister, the Minister of Education.

The System of Education and its Governance Networks

The Education Act 1964 provides for free and secular education in State primary and secondary schools, and compulsory education for all children between the ages of 6 and 15 years. The Private Schools Conditional Integration Act 1975 has made provision for the conditional and voluntary integration of private schools into the State system of education on a basis which will preserve and safeguard the special character of the education provided by them.

Pre-school education: Children below the age of 5 years are not enrolled in the State primary schools except in a very few areas. Eighty per cent of children receiving pre-school education are enrolled at a free kindergarten or a registered play centre, the national bodies for these being the Free Kindergarten Union and the Play Centre Federation. The Government provides training centres and pays the salaries of kindergarten teachers and full-time training centre staff. It also makes available $4-to-$1 for subsidies on voluntary contributions raised for new buildings and $2-to-$1 for initial equipment; comparable support is given to play centres. Where a building for a play centre or kindergarten is needed in an area with a high proportion of Maori and Islands children, and the case is established, the Government will meet the full costs of construction.

Primary education: At the age of 5 years a child may enter, and at 6 years must enter, a primary school; or, if living in an isolated area, must enrol with the primary department of the Department of Education's Correspondence School. The top two years of the primary course, Forms I and II (which continue the sequence that started with Primer Class followed by Standards 1 to 4), may be taken at an intermediate or a

Form I – VII school. On completing instruction in Form II, after usually eight years' school attendance, a child normally enters Form III of a secondary school; or alternatively the secondary department of a district high school. All children are required to attend school until they reach the age of 15 years.

The Basic Equipment Grant enables all schools to build up an adequate supply of teaching equipment and is supplemented by free text books, basic primer readers, art, craft and physical education equipment. Schools also receive a book grant to purchase additional text books and other reading material.

Special education: A comprehensive range of education services has been developed for children whose special needs cannot be met in an ordinary classroom. These include school and guidance facilities for those with severe physical disabilities or who are mentally retarded at particular levels, have speech or reading problems, or are visually handicapped, deaf, maladjusted, and so on. The guidance services also involve parents and teachers of these children.

Secondary education: The secondary syllabus is based on a common core, consisting of English, social studies, general science, elementary mathematics, music, arts and crafts, and physical education, to be followed by a degree of specialization within a wide range of subjects that may be taken to the School Certificate stage (a state examination usually taken in the third year). All types of secondary schools are required to give all pupils, during the first two years of their secondary course, a minimum number of units of instruction in the common core subjects. Internal assessment for Sixth Form Certificate takes place at year four. Students may also sit or be accredited with University Entrance. In year five students may sit for the University Bursary or University Scholarship examinations, the highest secondary qualifications.

Continuing education: Important changes affecting this area – and, as we shall see, opening a new field of consultative educational information activity – were introduced in the Education Amendment Act 1975. 'Continuing education' is now the general legal term covering education provided for persons who have left secondary schools and are no longer *required* to attend secondary school; this term replaces 'further education' in the 1964 Act. The term 'continuing education' includes vocational education, *thus removing the legal distinction between vocational and non-vocational education.* It is now made clear that schools may offer programmes of continuing education. More significantly, *technical institutes* and the newly defined institutions, the community colleges, *are simply described as institutions offering* 'continuing education'.

The creation of a new legal basis for the establishment of community colleges is one of the most important changes in the 1964 Act. Community colleges are seen as regional institutions, serving a broad spectrum of needs, and developing in diverse ways to meet the specific needs of the particular areas they service. Links with the continuing education functions of secondary schools and with the correspondence teaching institutions are essential elements in their work.

Continuing Education at Technical Institutes and Community Colleges: In 1945, technical education was a variant form of secondary education provided by separate technical high schools and technical departments in other secondary schools. From a beginning in the 1950's technical education was progressively transferred from the secondary to the tertiary sector of the educational system. Vocational education and training is now provided by thirteen technical institutes and one community college, supported by apprentice and other tertiary vocational courses provided in six secondary schools. The Technical Correspondence Institute (the largest in the Southern Hemisphere) offers some 900 courses not only paralleling other institute courses, but offering instruction in subjects not available elsewhere.

There is also a range of courses at these institutions which is not directly vocational but comes under the broad heading of continuing education.

University education: The system of university education has evolved in recent years from a federal university with constituent colleges to that of six separate universities plus a university college of agriculture. The universities in Auckland, Wellington, Canterbury and Otago besides offering courses in the faculties of arts, science, commerce, law and music, specialize in certain fields – e.g., Otago in medicine and dentistry, mineral technology, home science, and physical education – which for the most part are not duplicated by others. Massey University provides courses in agriculture, horticulture, food technology and veterinary science as well as courses in arts and sciences. It also provides extra-mural tuition in a number of subjects to students throughout New Zealand. Waikato offers courses in humanities, social sciences, science and education.

For purposes of co-ordination between universities, technical institutes, and teachers colleges, a Standing Committee on Relationships in Tertiary Education has been set up to consider the problems of placement of courses and the rationalization of tuition in the technician, semi-professional and professional fields, as well as other matters of common concern to the educational bodies and the Department of Education.

Training of Teachers: There are eight teachers colleges within the New Zealand system, which has five training divisions into which applicants are selected according to present qualifications and intended specializations. For instance, the normal course of primary teacher training lasts three years at a teachers college, followed by a further period of one year as a probationary assistant attached to a State primary school.

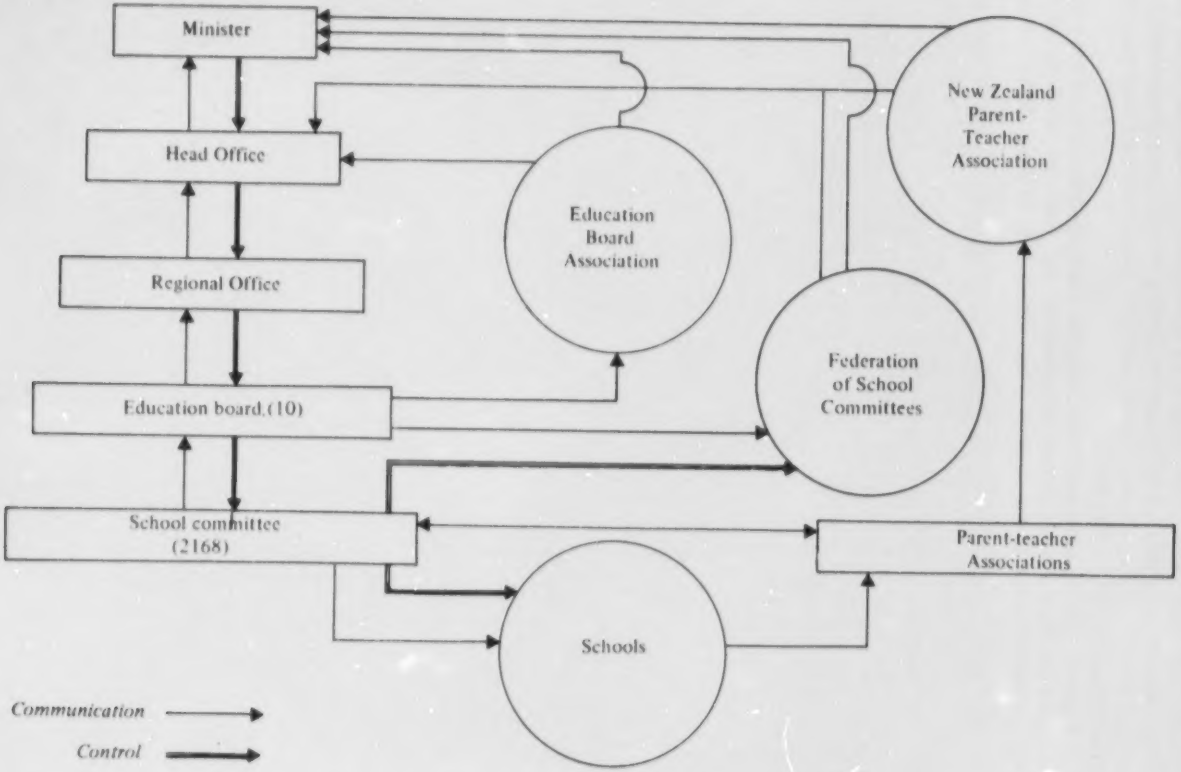
In-service training: For a number of years the Teachers' Refresher Course Committee in association with the Department of Education has arranged and offered a variety of courses of a professional career development nature. These are held during school vacation periods. Continuing in-service training is also encouraged through correspondence study at university level, and there are possibilities for teachers to obtain leave with pay, so as to complete their degree studies. For technical institute tutors there is an induction course lasting twelve weeks and undertaken in month-long blocks. Some institutes conduct in-service training programmes. Qualified teachers who return to the profession after long breaks of service – and face considerable problems particularly because of changes in the curriculum – can take advantage of re-training courses which are planned so that all work can be done part-time.

Administration: The central administrative body directing education is the Department of Education, whose permanent head is the Director-General of Education. To bring administration closer to schools and institutions in the system the Department has regional offices in Auckland, Wellington, and Christchurch, each under the control of a superintendent.

In discharging its responsibility for administering the system, the Department of Education advises the Minister on policy and development, controls the expenditure of money voted by Parliamentary appropriation, ensures that schools are built and equipped when and where required and that teachers are recruited and trained, checks that standards are maintained in schools, State and private, and assesses the efficiency of teachers. An important professional function of the Department is to conduct curriculum revision and development and to recommend curriculum changes to the Minister.

Machinery for planning in the broadest sense as it affects national development has been set up in the form of an Educational Development Council. This body is concerned with the establishment of priorities in educational development.

FIGURE 1. Primary and intermediate schools.



The control and management of State primary schools are the responsibility of ten statutory education boards, each with its geographic area. The boards are also controlling authorities for the State schools respectively titled 'Special', 'Intermediate', 'District High' and 'Area'. These boards are the employing authorities of the teachers. They disburse the grants received from the Department of Education for maintenance of schools and building of new schools, and for equipment and teaching materials. No local rates are levied for education.

Figure 1 (see previous page) illustrates the communication-control network with inclusion of the voluntary interest organizations and their own hierarchy of elected representative bodies. In the diagram, 'Head Office' and 'Regional Office' are those of the Department of Education. At the local level, each primary school has its school committee, elected by the parents of pupils as well as by other adults resident in the school district. It is a *statutory* body charged with management of property and other matters on behalf of the education board. A school committee's essential function is the care of school buildings, grounds, and equipment; but, in addition to this, many interest themselves very keenly in the general activities of the school and provide, along with voluntary parent-teacher associations, a focussing point for local opinion on educational matters. In turn, the members of school committees elect education board members.

Secondary schools are controlled and administered by their own boards of governors. These boards (some of which control several schools in the same town) are not directly elective but nonetheless are made up of the representatives of the parents, and of other local groups and organizations. They are constituted by the Minister and published in the New Zealand Gazette.

Somewhat comparable arrangements apply to Technical Institute Councils and Teachers' College Councils. A recent common feature at the secondary and tertiary levels discussed so far is that teachers have one elected representative on each respective governing board or council. University councils have long been partly appointive (by the Governor-General of New Zealand), partly *ex officio*, and partly composed of elected representatives of the faculty members, the graduate body and of (in some cases) the Students Association. All councils have representatives of governing bodies of secondary schools within the university district and some have representatives of local authorities.

Implications for Educational 'Information'[1] in New Zealand

The Department of Education itself, as the central administrative body, is responsible for implementing policies which have been approved by the Government in office. What it achieves depends first on *money* (that is, specific sums voted for a specific purpose by Parliament); second on its *powers* (and the constraints on its powers) which arise from statutes and regulations; third on *people* – that is, the people who administer, approve, advise, and organize.

Moreover, as may have been noticed from the summary description, the national system of education extends well beyond the Department and relies to a significant degree upon the voluntary participation of interested citizens. Decisions in New Zealand society are not manufactured whimsically by Ministers, Directors-General or any other officer of the Department. Rather, the Department of Education is above all concerned with everybody; and it is everybody's concern. To be a departmental officer is to be inundated with opinions, ideas, pleas, proposals and criticisms. And when these do not come, they have to be sought. The Department may be respon-

1. As meant by the Conference's working definition – see page 9.

sible for making things work, but the reality of the education system in this country is the vast amount of *autonomy* which is spread around, and the very real limits on what the Minister or the Department can do. The Department does not appoint principals or teachers. It does not decide what classes will be run in an evening programme. And even in matters where it does have power to decide, the plain fact is that things work only where they are accepted, so that almost any decision, even a very minor one, may have to be distilled drop by drop from many discussions and consultations.

Elements of 'institutional base' for educational information

At present, there is in New Zealand no institution operating specifically as the national centre of educational information and documentation. The National Library, which is the focal point of inter-library lending, is, however, planning to extend this service. It will provide a network by which information on any topic, printed and verbal, will be made available to any enquirer in New Zealand. The network will remain library based. International links with other libraries will also be strengthened. At present, resources in all New Zealand libraries (including those of the School Library Service) are centrally recorded by the National Library in Wellington and are freely available through inter-library loan. The School Library Service itself provides an information and request service to teachers and pupils of primary and secondary schools.

New Zealand has no indexing or abstracting journal devoted specifically to education. The all-encompassing *New Zealand National Bibliography*, issued monthly and cumulated annually, does, however, list all educational books and pamphlets. *The Index to New Zealand Periodicals*, issued annually, selectively indexes the principal education journals, and any articles on New Zealand education which appear in overseas journals. This selective indexing policy has a disadvantage in that certain essential information – for example, as might be needed by a teachers' organization – could often be omitted.

Part of the overall National Library system is the General Assembly Library situated in Parliament Buildings. Its chief librarian is guided by a committee of members of Parliament headed by the Speaker. It was established in 1858, and since 1903 has been the depository for books, periodicals, etc., published in New Zealand newspapers and about 1,700 New Zealand periodicals. Back files of both are very extensive. It also has one of the largest collections in the country of books or pamphlets relating to New Zealand (i.e., including those published overseas). Several New Zealand newspapers are indexed daily. The library has its strongest collections in subjects necessary to provide information for members of Parliament in their legislative duties. It has a good collection of government documents, mainly from English-speaking countries – particularly parliamentary papers and debates – as well as publications of international organizations such as United Nations, Unesco, and the International Labour Office.

The General Assembly also has proposals to establish a Selective Dissemination of Information (SDI) service for members of Parliament. This service would aim to cover all the interest areas of Members: which would, of course, include education. Any organization whose interests would be covered by the service would, according to current proposals, be able to use it. These proposals have, however, yet to gain support of the Government.

Computers are used in New Zealand for educational documentation and information purposes. Within the Department of Education, the Research and Planning Unit uses computers to store statistical information on various aspects of the educational system as well as data from major research projects. Within the universities, computers are being used for the cataloguing of books. At the national level, New Zealand has just reached the stage of embarking on attempts to standardize formats

and procedures to facilitate the handling, storage, and retrieval of educational information, and in particular, statistics. The system under which this is being attempted is Unesco's International Standard Classification of Education (ISCED). Also, the Statistics Act 1975 requires that any new (or substantially altered) statistical survey carried out by any Government department must be approved by the Minister of Statistics. The purpose of this requirement is to co-ordinate as effectively as possible, and to render most useful the statistics produced; and also to avoid unnecessary duplication of requests for information.

Turning to *research* generation and dissemination of educational information: the Department of Education's Research and Planning Unit conducts research for national and international purposes, and disseminates results of its work within New Zealand. The Department's Curriculum Development Unit, in conjunction with many points of the education network, has the task of developing new curricula and updating present ones in all subjects in the primary and secondary school courses. Dynamic 'information' (in terms of the Conference's working definition) is intrinsic to this task.

The first function of the New Zealand Council for Educational Research is to foster the study of, and research into, educational matters and the second, as defined in its Act (1945, updated in 1972) is 'to furnish information, advice and assistance to persons and organizations concerned with education and other similar matters'. It acts as a clearing house for information on educational matters and maintains local institutes for educational research in Auckland, Wellington, Christchurch, Dunedin, Palmerston North, and Hamilton.

The Council is supported principally by State funds but has remained under independent control. Its main publications (55 research reports and 25 shorter studies in education) include critical surveys of major policy issues in New Zealand education and accounts of outstanding experiments in school practice. These have brought about or helped reshape major developments in such areas as secondary, university, and adult education, intermediate schools, consolidation of rural schools, and care of children with special needs. The Test Development Division of NZCER produces achievement tests designed specifically to suit the curricula of New Zealand schools.

On the *professional practice* side, the Department of Education's inspectors of primary and secondary schools act as advisers to the principals and controlling authorities of both State and private schools. They also provide direct two-way contact between the schools and the Department on all matters relating to professional aspects of education. Teachers' organizations also play an important role in educational information exchange. One means is through these bodies' membership of the New Zealand Combined Educational Association, to which student national associations also belong. At a recent meeting of NZCEA all agreed to exchange information on any reports prepared in the past two years. It is hoped that this agreement will enable educationists in any one area to know where to seek up-to-date materials in other areas.

Among the *institutional advisory* bodies, the primary function of the University Grants Committee is to advise the Government of the nation's need for university education and research. Although the Committee is an independent authority, a close liaison is maintained with the Department of Education and thus information flows are ensured between it and the Department's officers.

The National Council of Adult Education (NCAE) advises the University Grants Committee, the Director-General of Education, and other bodies. It co-ordinates and conducts pilot projects and experiments, maintains a national library and documentation centre on adult education, and publishes occasional papers and reports as well as a periodical entitled *Continuing Education in New Zealand*. An advisory Committee on Maori Adult Education has also been set up under NCAE. This Committee made

recommendations to the National Council on Maori adult education needs in its report 'Maori Adult Education', and is currently involved in follow-up action.

As mentioned earlier (page 69), the field of 'continuing education' under the amended Education Act now legally covers education for anyone over 15; that is, beyond the *compulsory* school age[1]. This creates a designed overlap, in the 15- to 19- age range, between secondary and continuing education; one which permits adults to join secondary school classes, and secondary students to enter technical institute and community college day or evening classes from which they can benefit. Socially as well as educationally, the development potentials here are regarded as so important that the present NCAE is likely to be reconstituted as a Council for Continuing Education, given a broader basis of membership, and strengthened in its staffing so as to be able to carry out the more onerous tasks ahead. An officer of the Department comments, 'Education systems all over the world have perhaps made the largest single contribution to that curious 20th century phenomenon: the generation gap... I think, for example, of the almost flabbergasted response of one teenager I know to working, for the first time, in a class of adults all of whom were madly keen on geology. It was a revelation to him, in how motivated people can be. He was himself; but he had almost come to believe that he was an oddball since he had never been before in a group wholly composed of volunteers for learning.'

The Vocational Training Council (VTC) is primarily responsible for advising on the expansion and co-ordination of vocational training and education. With respect to information, it is required by statute to 'maintain amongst people connected with vocational training in any field a continuous awareness of relevant overseas developments in that field'; and to 'prepare, publish and circulate reports on its inquiries, investigations and research...' In these and other respects it is a source of advice to Government, State departments, industry, commerce, agriculture, social welfare, and other interested organizations. Since its formation in 1968, the VTC has encouraged each industry to look critically at its own training needs with a view to making improvements. To date, twenty-eight industry training boards have been established; there is also a vocational Trade Union Training Board for workers' representatives. Any such training board is free to negotiate directly with, say, one or more community colleges in developing programmes which meet particular needs.

The more recent emergence of the Educational Development Council (mentioned earlier on page 70) will be discussed in the next section as part of information-flow illustration.

While many of the key professionals in this institutional base have teaching qualifications as well as subject-related degrees, at present in New Zealand there are no 'designated as such' programmes to provide pre-service or in-service training in educational information. It is debatable whether or not the absence of such programmes could be labelled a 'gap' (or cause of gaps and obstacles) in the present information flow, given (a) national characteristics such as the more-or-less continuous discussion of educational matters, in various public forums, throughout the country with a swift surfacing of controversial issues in the press and in Parliament (whose proceedings are broadcast 'live'); (b) the vigorous interactive network of official and voluntary bodies concerned with supervising and improving the educational system; and (c) the range and number of professional disciplines in the field – it can be argued that specialists as disparate as school inspectors, computer programmers, librarians, and journalists are all contributing valuably in the processes of educational information. By and large, all are continuing their respective trainings, at present separately by discipline, for

1. This 'continuing education' definition does not include university or teachers' college education.

application in present and prospective jobs – just as teachers do. Is there any overarching 'training in educational information' that would be of common benefit to all? Or even (at least, in New Zealand) can there be a single 'educational information' profession, with its particular training, whose members are capable of co-ordinating the others?

Perhaps, for most practical purposes, the connexions of informational media with individual interests provide what is necessary, leaving it up to subsequent networking initiatives to attend to the closing of the gaps or the dismantling of obstacles. In a participative society, this is often sufficient. The Department's publication *Education News* was set up in 1975 expressly to convey educational information, and to stimulate people into awareness of their needs to keep abreast of current developments in education. It aims to bring the *public*, as well as the profession, to a deeper understanding of the Department's policy programme, and to provide a medium through which views on education can be exchanged. It is distributed through the school system to teachers, parents, members of the schools' controlling authorities, parent-teacher associations, and all other educational organizations in New Zealand. Similarly another Departmental publication, *Education*, as well as an annual research information kit for teachers published by NZCER, help to ensure that teachers, school principals and others have information on educational developments both at an international and local level.

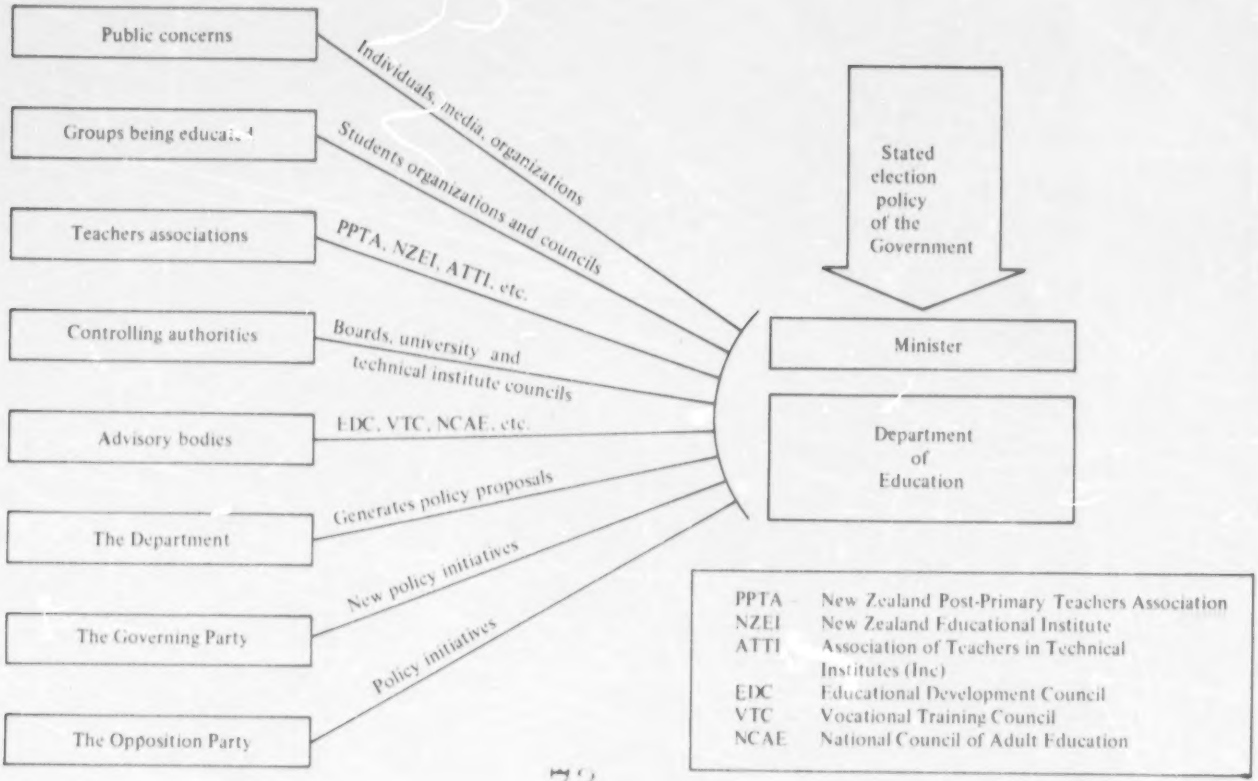
The Department aims to sustain good working relations with the public and to ensure that links with the press, television, and radio are direct and open. Education reporters are invited on a regular basis to spend several days in the Department to meet the Minister and Director-General of Education, as well as senior departmental officers. An annual press seminar is held at which senior educationists form a panel to answer questions on such matters as policy development and areas of concern.

'Information' in policy formation: the Educational Development Conference

New Zealand's policy in the field of educational information is implicit. There is no policy for developing a national framework for information flows that is explicitly stated or legislated for in the Education Act. It is, however, assumed that the creation and enactment of policy in educational matters is a public function. Successive governments are committed to public consultation in their policy making – that is, to 'information'. Each of the major political parties regularly includes a quite detailed Education plank in its pre-election manifesto; and if elected to govern, has the next three years in which to try as best it can to implement these ideas under the critical surveillance of the parliamentary opposition, various interest groups, and the general public. During each such period of government, the numerous official, representative, and advisory bodies of the educational community contribute to the ongoing policy discussion. Figure 2 sketches this broad network of participation.

As mentioned earlier (page 70), the Department of Education is a source of specialized policy advice to the responsible Minister. Its technical channels as well as its links to many areas outside its official domain keep the Director-General informed of emerging trends that bear upon policy development and implementation. For example, *statistical* changes – in the total population, its age ranges and geographical distribution – indicate where and when the present educational services provided by teachers, buildings, transportation and so on, should be revised. There are broad *value* changes expressible as what contemporary people 'want' and/or 'ought' to learn, and how they should be taught: these changes entail revision of curricula and pedagogics. *Economic* changes occur from time to time and, perhaps with a *political* change of government, call for some revision of priorities: in our field, education needs vis-à-vis

FIGURE 2. Sources of policy demands.



other needs. Certain trends may be making the administrative machinery outmoded: these suggest the needs – though not the methods – of renewal.

The 'information' processes can change too, as will now be described. For many years, successive Governments and the Department, in formulating policy, have consulted the educational community by means of commissions of inquiry; and of *ad hoc*, standing, and advisory committees. Their reports, generally based on submissions from interest groups as well as from members of the public, have led to such major changes in educational policy as the introduction of three-year teacher training, and the 'core' curriculum in secondary schools.

During the 1950s and 1960s, however, governments became aware that planning within a sector should be undertaken in the context of the *whole* sector. Thus Housing (1953), Industrial Development (1960), Export Development (1963), and Agricultural Development (1963/64) Conferences were held. The last-named was particularly significant in that it set targets for farm production and exports, as well as establishing permanent machinery to advise Government of measures to achieve these targets. With the experience gained, and a realization that even planning on a whole-sector basis was inadequate for national progress, a still more global approach was sought and the first plenary session of the National Development Conference convened in August 1968.

From the seventeen committees set up to examine various aspects of the economy, over 600 recommendations (more than 90 of which referred to education) were placed before the second and final plenary session of the Conference in May 1969. Although the Education, Training and Research Committee had been established almost as an afterthought, educational planning was now set in the context of national development planning. The National Development Council (NDC) set up after the conference was responsible for giving the Government planning advice on a full range of economic, social, and cultural matters, through a number of sector councils including the Advisory Council on Educational Planning (ACEP, nowadays the Educational Development Council – EDC).

The orientation of the NDC structure was essentially economic: its membership reflected the philosophy of *'indicative'* planning – the process whereby objectives and targets were arrived at by consultation and consensus between the government and the private sector. Nonetheless, the establisment of ACEP as a sector council had wider significance in two respects: it institutionalized community participation in educational planning, and it set up channels of communication whereby the educational needs of the community, including industry and commerce, could be made known to those responsible for advising government.

As originally composed for its advisory function of identifying priorities and reporting these to NDC and the Minister of Education, ACEP was broadly based, and 'expert' in character. Its membership consisted of the Director-General of Education, the respective chairmen of the University Grants Committee and the Vocational Training Council, an Assistant Secretary of the Treasury, and other members (including the chairman) chosen for the contributions they were expected to make to the Council's deliberations. While this membership included, for example, a farmer and a business executive, each had been involved in teaching or educational administration. At this level of advisory work, although some emphasis was placed on publishing the findings of ACEP and the other sector councils, much of the information provided was rather esoteric and consequently there was considerable indifference amongst the general public towards the sector councils' efforts.

In August 1972 the National (party) Government of the day took a more direct step towards involving the community in educational policy making. With ACEP acting as steering committee, over 300 representatives of educational, employer, and

employee organizations and educational interest groups met and discussed the terms of reference for three working parties which were to prepare reports for the second plenary session of an Educational Priorities Conference. The aim of this Conference was to recommend to the Minister priorities for educational development within the financial constraints to be laid down by the Government. By November, the three working parties had just begun their inquiries when the National Government was defeated in the triennial parliamentary elections and a new Labour administration assumed office.

The new Government replaced the Educational Priorities Conference with an Educational Development Conference. Emphasis now was placed upon community discussion of educational issues leading to regional seminars. ACEP and the three working parties (on 'Educational Aims and Objectives', 'Improving Learning and Teaching', and 'Organization and Administration of Education') were asked to continue their work but without being bound by the constraints, financial or otherwise, previously imposed. The working parties completed their reports at the end of 1973 and these, together with ACEP documents designed to promote widespread discussion of educational issues, were distributed early in 1974. The six universities (see page 70) had been asked to undertake, through their extension departments, the regional organization for the Conference; and they subsequently arranged some 30 regional seminars and over 4,000 local study groups involving over 60,000 people. The views of the study groups were fed into the seminars, reports on which, along with the working party reports, formed the basis for the Recommendations from ACEP.

Following the conclusion of the public discussion phase, the Council produced two reports. The first, *Talkback*, was an informal summary of the opinions expressed by conference participants; while the other and major report to the Minister, *Directions for Educational Development*, set out the Council's assessment of where educational change (i.e., 'relating to improvement of education' as the 1977 International Conference defines it) was needed most. By this time, the National Development Council had been disbanded, and sector councils such as ACEP were reporting to the appropriate Ministers whose responsibility in turn was to refer to the Cabinet Committee on Policy and Priorities such matters arising out of the sector reports as they felt necessary. Also, formal target setting under *indicative* planning had by now given way to 'perspective' planning characterized by forecasting the various main determinants of growth – such as population, investment, balance of payments, and so on.

In its major report the Advisory Council indicated its concern with the quality and availability of educational opportunity. It emphasized the need for improved co-operation and understanding between family and school, and proposed more extensive early childhood education and parent education, a greater variety of school programmes to cater for a wide range of abilities and interests in the school-age groups, and strengthening of psychological and guidance services to help students who are not learning as effectively as they might. Another concern was to realize more fully the unused talent among minority groups, particularly Maori and Pacific Island children. The Council considered that these and other problems would require better prepared teachers, improvements in the quantity and quality of advisory and ancillary staff, and better access to learning resources as well as adequate research programmes.

ACEP noted that the provision of better learning opportunities would require the strengthening and rationalization of the organization and administration of educational services. Continuity and co-ordination were stressed, as was the principle of devolving authority and responsibility from the Department of Education to district authorities and from district authorities to the individual school. The Council proposed that unified district education authorities be set up with overall responsibility for administering, servicing, co-ordinating, and planning education in their

districts, including deciding priorities for educational expenditure among all schools and pre-school centres.

From a dynamic 'information' perspective, then, the principal difference between the Educational Development Conference and the previous inquiries into education in New Zealand was the deliberate attempt to involve the 'man in the street'. The Conference undoubtedly stimulated considerable public interest in the state of education. It offered opportunities to all citizens to make known their views and led to a better informed electorate. It prompted questions about the means by which the public should continue to be kept informed of educational policy and participate in its discussion. Indeed, it may be claimed that the chief achievement of the Conference was a consensus of trends, issues and developments in education which were reflected in the election manifestos and policy statements of the main political parties issued prior to the general election in November 1975.

But while the benefits were very real, the limitations were also recognizable. The well-educated, the articulate and those familiar with political processes had no difficulty in making their voices heard; ethnic minorities and lower socio-economic groups did not play as large a part as the Government had wished. While no constraints were placed on the boundaries of the inquiry, which consequently touched on virtually all aspects of education, the credibility of the exercise and public interest required that a summary report to the Minister be produced speedily. This was achieved, but it may have been at the expense of in-depth studies which ACEP might have wished to conduct in some fields. An expectation was also created of action by the Government which, in the light of other social and economic priorities in the current economic situation, may well prove difficult to meet.

Currently, progress reports on the implementation of ACEP's Conference Recommendations appear in the 'EDC Scoreboard' feature of *Education News*. The National Government, which was returned to office in 1975, has this year established the New Zealand Planning Council. The preparatory studies for it were entrusted to a Task Force which, in a report to Government in 1976, recommended *inter alia* that the Council's terms of reference should require it 'to initiate the processes of widespread consultation in order to formulate plans for the economic, social, cultural and environmental development of New Zealand.' Consultative rather than prescriptive planning is clearly to remain as the preferred New Zealand mode. Accordingly, at present, the nation's priority areas for action in educational information are as follows: organizing surveys of needs in terms of user groups; creating or developing machinery for information exchange at the regional or international level; and improving storage and access to statistical information.

'Information' in the founding of Community Colleges

Community colleges, and their functions in continuing education, were briefly described on page 69. The first one in this country opened in January 1975 and is situated in Hawke's Bay, a province on the eastern side of the North Island.

Lifelong Education, the report of a committee of the New Zealand National Commission for Unesco, pointed out in 1972 that the whole attempt to distinguish 'vocational' and 'non-vocational' education is bad in principle and unworkable in practice. For instance, if a Pacific Islander is taught English as a second language, is this 'vocational' if he is taught in the factory, but not outside ? If his non-working wife is taught at the same time, is it vocational for him but not for her ? And so on. In fact, many classes are attended by some people with dominantly vocational motives who sit alongside others who do the thing from interest. And many people have mixed

motives. Moreover, the traditional vocational/non-vocational split excluded some important other categories such as people who train as voluntary social workers – 'non-vocational', but no mere hobby.

Again, and for centuries, formal schooling has been organized on the assumption that people learn best in *classes* of closely comparable age. But a more natural way, as in the family, is for different ages to learn together. Also, most older people are educationally underprivileged because new opportunities have emerged since they left school.

Responding to these considerations, a community college will offer a wide range of learning opportunities for people of all ages. Some activities of the college will be for people training for their jobs: learning before they go to work, and learning again later on. Other activities will be for people who want to learn so that they can help others in their communities. And still other activities will be for people who just want to learn for the enjoyment of it. A community college is meant to be an organization which is open, which will meet the needs of its community and which will change to meet new needs.

The initial 'problem of information', by and large, is intrinsic to the disadvantages that are to be remedied: many people are accustomed to living with these as unnoticed (hence, very determinant) conditions of existence; they cannot readily conceive the value of educational services of a non-traditional kind, of which they have had no previous experience. If people are to see a community college as in some way *their* college, if they are to understand the potential of the college and the possibilities that it opens up for them and the coming generations, it becomes important to attempt to create an awareness of the college in people's minds from the earliest opportunity.

At present, only one community college has been established. Others are being considered on the basis of published (and discussible) development studies, for several areas of New Zealand. Current practice follows the basic principles of the 'development survey report' approach first used in Hawke's Bay (the brief description to be given refers to the founding of entirely *new* institutions, rather than to the community colleges which could possibly result from the extension and development of present technical institutes). The criterion for establishing a community college is the same as that for a technical institute: enough verified local demand in the provincial or other 'catchment area' to justify a day-time teaching load requiring ten full-time teachers.

At the time the Hawke's Bay study was commissioned, this region was the closest of any to the workload minimum; indeed, a technical institute was already being planned. A new Government policy required a different approach, and the investigator was asked by the Department of Education to elucidate the *functions* which a community college might undertake.

In Hawke's Bay, the investigator used a local promotion committee as his initial point of contact in the area. A series of interviews was arranged and visits were made over a period of months to various organizations, firms and individuals. The necessary statistical and demographic information was collected, and from the information available to him, the investigator then prepared his report. *This report was not intended as a blueprint of what the region would get, but rather what it could have if the ideas in the report were accepted.* Some thousands of copies were sent out, especially within the region, and people were invited to comment on it, or criticize. Very many people did. Even so, experience has shown that it is a mistake – even after thorough community consultation at the development survey stage – to stand back from the community and, as a remote Government department, to say 'Write to us and tell us what you think of the report'. It is more effective and worthwhile to go to people and say, 'Let's talk about this together.'

A more recent investigation's summary gives the flavour: 'In this, almost the smallest of the centres we visited, we had quite the liveliest public meeting and the most exacting scrutiny of what its continuing education needs were. The group, a very widely representative one, asked many searching questions about what they might expect to get from a community college. It was particularly clear in Opotiki that people see the regional development function of a community college as important; but it would be a travesty of the mission of such a college (proposed to be sited in Rotorua, a rapidly growing city of about 40,000 population 1 1/2 hours' travelling time from Opotiki: population 2,600) if, in seeking to promote regional development, it merely repeated within its own region the pattern of population-drift to major centres following educational opportunity – which community colleges are designed to counteract as between metropolitan and provincial centres.'

Returning to Hawke's Bay: it certainly would have been entirely possible in 1973 for the Department to have prepared a submission to Cabinet which unilaterally laid down the functions, structure, and operation of the college. Public involvement need not have come until the college opened its doors. This after all, was the pattern which had been used in the past in the construction of other educational institutions. A decision would be made by the Department, based on the relevant planning data, and the facility would then be built. Historically, the scale of provision, especially of schools, has been large and until recently there seemed little scope for the *planned and invited* involvement of the public – beyond limited vocational groups. Consequently, involvement has often been confined to action groups either calling for something to be done or protesting against something that is planned. Examples are the agitation which is found in rural areas on topics such as the consolidation of schools; or in urban areas, the protests against the construction of new intermediate schools.

The development of community colleges, on a manageable scale of perhaps one college opening per year, seemed to provide a chance for breaking this syndrome. Instead of a public placed in a confrontation situation with planners, here was an opportunity to involve and inform people so that they became aware of what was being done, and were able at least to influence how it would be done.

A fresh and better mode of 'information' catches hold and persists. Today, the Hawke's Bay Community College is an open, receptive, responsive institution. The process of talking with people and working together with them, begun by the preparation of the Report, has been continued in the actual running of the college. People's expectations were raised by the method adopted in planning the establishment of the college; since then, the interested citizens have expected, as a matter of course, to be continually involved and informed.